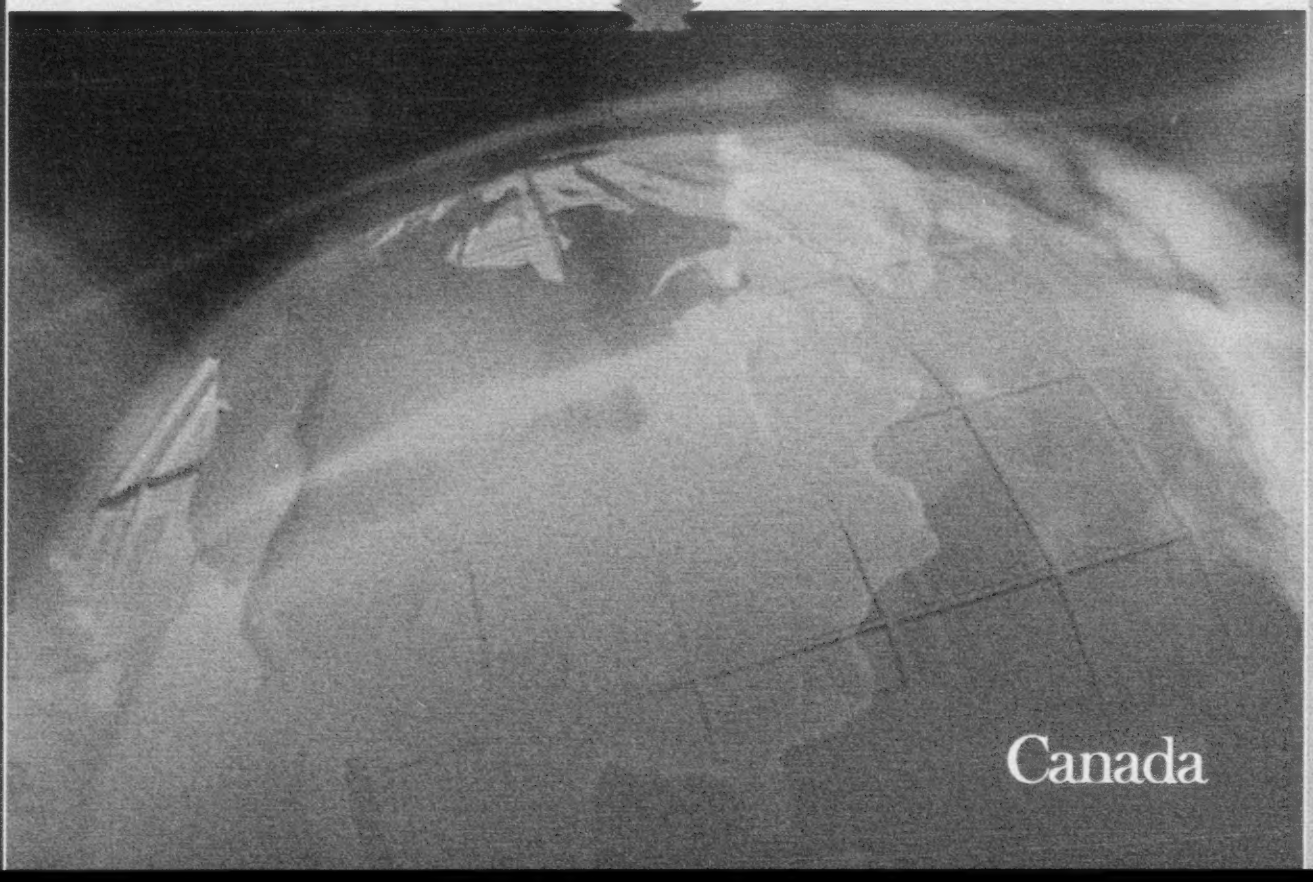
Citizenship and Immigration Canada | Citoyenneté et Immigration Canada

Evaluation of the Citizenship Awareness Program

Evaluation Division

October 2013



Research and Evaluation

Ci4-119/2013E-PDF
978-1-100-23100-6
Ref. No.: E7-2013

Table of contents

List of Acronyms iii

Executive summary iv
Purpose of the evaluation iv
Citizenship Awareness Program profile iv
Methodology v
Evaluation findings v
Conclusions and recommendations vii

Evaluation of the Citizenship Awareness Program - Management Response Action Plan (MRAP) ix

1. Introduction 1
1.1. Purpose of the Evaluation 1
1.2. Citizenship Awareness Program profile 1
1.2.1. Program context and objectives 1
1.2.2. Overview of Citizenship Awareness activities 2
1.2.3. Other activities in support of Citizenship Awareness objectives 3
1.2.4. Governance of the Citizenship Awareness Program 4
1.2.5. Program resources 5

2. Methodology 6
2.1. Evaluation scope and approach 6
2.2. Evaluation questions 8
2.3. Data collection methods 9
2.3.1. Interviews 9
2.3.2. Site visits 10
2.3.3. Ceremony exit surveys 10
2.3.4. Survey of new citizens 11
2.3.5. Administrative data review 11
2.3.6. Literature review 12
2.3.7. Document review 12
2.3.8. Institute for Canadian Citizenship (ICC) case study 12
2.4. Strengths, limitations and considerations 12

3. Evaluation findings 14
3.1. Relevance 14
3.1.1. Continued need for Citizenship Awareness programming 14
3.1.2. Consistency with CIC goals and government-wide priorities 17
3.1.3. Alignment with federal roles and responsibilities 18
3.2. Performance 19
3.2.1. Participation in CIC promotional activities 19
3.2.2. Knowledge of citizenship rights and responsibilities 31
3.2.3. Impacts related to valuing Canadian citizenship 36
3.2.4. Impacts related to applying for Canadian citizenship 39
3.2.5. Program management 42
3.2.6. Resource utilization 45

4. Conclusions and recommendations 51
4.1. Conclusions 51
4.1.1. Relevance 51
4.1.2. Performance 51
4.2. Recommendations 54

List of tables

Table 2-1: Summary of evaluation issues and questions 8
Table 2-2: Summary of interviews completed 9
Table 2-3: Interview data analysis scale 9
Table 2-4: Exit survey response rate 11
Table 3-1: Distribution of *Discover Canada* publication formats 20
Table 3-2: Web analytics of *Discover Canada* 21
Table 3-3: Web analytics of CIC citizenship promotion web pages 23
Table 3-4: Downloads of reaffirmation ceremony materials 24
Table 3-5: Downloads of Canada's Citizenship Week materials: 25
Table 3-6: Web analytics for other CIC citizenship promotion web pages 26
Table 3-7: Citizenship judge promotional activities 28
Table 3-8: Reach of ICC activities 29
Table 3-9: Survey results on the impacts of the study guide related to knowledge of rights and responsibilities 31
Table 3-10: Survey results on the impacts of citizenship ceremonies related to knowledge of rights and responsibilities 33
Table 3-11: Impacts related to knowledge of rights and responsibilities by presence of special elements 33
Table 3-12: Impacts related to knowledge of rights and responsibilities by presence of special elements, ceremony site and size 35
Table 3-13: Survey results on the impacts of the study guide and citizenship ceremony related to valuing citizenship 37
Table 3-14: Impacts related to valuing citizenship by presence of special elements 38
Table 3-15: Impacts related to valuing citizenship by presence of special elements, ceremony site and size 39
Table 3-16: Expenditures for the Citizenship Awareness Program 46
Table 3-17: Expenditures on citizenship-related communications activities, 2007-08 to 2011-12 47
Table 3-18: Citizenship-awareness related initiatives funded under the Multiculturalism Program 50

List of figures

Figure 2-1: CIC Citizenship Program logic model 7
Figure 3-1: Citizenship take-up rates 15
Figure 3-2: Reasons for becoming a Canadian citizen for respondents to the survey of new citizens and the ceremony exit survey 41
Figure 3-3: Most important reason for becoming a Canadian citizen for respondents to the survey of new citizens and the ceremony exit survey 41

List of Acronyms

CAP	Citizenship Action Plan
CIC	Citizenship and Immigration Canada
CLB	Canadian Language Benchmark
CLPPD	Citizenship Legislation and Program Policy Division
CMB	Citizenship and Multiculturalism Branch
CORE	Citizenship Operations Review Exercise
CPDP	Citizenship Program Delivery and Promotion Division
CPC-S	Case Processing Centre - Sydney
CPR	Centralized Processing Region
DPR	Departmental Performance Report
ESL	English as a Second Language
GoC	Government of Canada
GCMS	Global Case Management System
GCIMS	Grants and Contribution Information Management System
GDP	Gross Domestic Product
GTA	Greater Toronto Area
HDI	Historica Dominion Institute
ICC	Institute for Canadian Citizenship
LINC	Language Instruction for Newcomers to Canada
NGO	Non-governmental Organization
NHQ	National Headquarters
O&M	Operations and Management
OECD	Organization for Economic Cooperation and Development
OMC	Operational Management and Coordination Branch
OPMB	Operational Performance Management Branch
PAA	Program Alignment Architecture
PCH	Department of Canadian Heritage
PKDD	Policy and Knowledge Development Division
R&E	Research and Evaluation Branch
RCMP	Royal Canadian Mounted Police
RPP	Report on Plans and Priorities
TBS	Treasury Board Secretariat
YSL	Years Since Landing

Executive summary

Purpose of the evaluation

This report presents the results of the evaluation of the Citizenship Awareness Program, including the Institute for Canadian Citizenship (ICC). The evaluation was conducted in fulfillment of requirements under the *Financial Administration Act* and the Treasury Board Secretariat (TBS) *Policy on Evaluation*, and focuses on activities undertaken, outputs produced, and results achieved over the five-year time period between fiscal years 2007-08 and 2011-12. Data collection was undertaken by the Research and Evaluation Branch (R&E), Citizenship and Immigration Canada (CIC), between October 2012 and April 2013.

Citizenship Awareness Program profile

Since the passage of the *Citizenship Act* in 1947, Canadian citizenship policy has embodied two distinct objectives: i) to encourage and facilitate naturalization by permanent residents; and ii) to enhance the meaning of citizenship as a unifying bond for Canadians. Citizenship Awareness, the focus of the present evaluation, aims to enhance the meaning of Canadian citizenship for both newcomers and the Canadian-born and to increase a sense of belonging to Canada. Through knowledge of Canada's history, institutions and values, as well as the rights and responsibilities associated with citizenship, it is expected that newcomers and the Canadian-born would be better equipped for active citizenship and can contribute to the development of an integrated society.

Citizenship is promoted through a variety of activities and products intended to increase knowledge of the roles and responsibilities of Canadian citizenship, and to increase its perceived value. These include study materials for the citizenship test, citizenship ceremonies, special events and projects, outreach efforts, and the activities of the Institute for Canadian Citizenship (ICC). In addition to the activities under the Citizenship Awareness Program, the Department supports activities in alignment with the objectives of citizenship awareness under its Multiculturalism and Settlement Grants and Contributions Programs.

Governance of the Citizenship Awareness Program is distributed across various Branches within CIC, with responsibility for the management and delivery of the different awareness activities residing with individual Divisions. At National Headquarters (NHQ), Citizenship and Multiculturalism, Operational Management and Coordination, and Communications Branches all play an important role, and CIC regional/local offices and the Citizenship Commission are involved in implementation. In 2011-12, the total expenditures for the Citizenship Awareness Program was $4,130,807, representing approximately 11% of the resources for the Citizenship Program as a whole. This amount, however, does not include the resources dedicated to the program through Communications Branch or the Citizenship Commission.

Methodology

The evaluation examined the Citizenship Awareness program activity (PA3.2.1 of the CIC Program Alignment Architecture (PAA)), including the Grant to the Institute for Canadian Citizenship (ICC), and was designed using a program logic approach, supported by a detailed evaluation matrix. The study assessed both program relevance and performance, and used multiple lines of evidence, including:

- Interviews with CIC (NHQ, Regions), Citizenship Judges, Partners/stakeholders, OGDs;
- Site visits to Halifax, Montreal, Mississauga, Calgary and Vancouver offices;
- An exit survey of citizenship ceremony participants during the site visits;
- A survey of new citizens who received their citizenship between 2007/08 and 2011/12;
- Analysis of program administrative data;
- A literature review; and
- A document review.

A case study looking at the work of the Institute for Canadian Citizenship (ICC) was also conducted as part of the evaluation. The case study assessed the Grant to the ICC in relation to the objectives set out in the Grant Agreement. A case study report was prepared as Appendix A. Key findings from the case study were also integrated into the report where appropriate.

Evaluation findings

Relevance

Program relevance was assessed in terms of continued need, alignment with government and departmental objectives and priorities, and consistency with respect to federal roles and responsibilities. Key findings are highlighted below.

- There is a continued need to promote citizenship in order to reinforce its value among all Canadians and maintain high uptake rates.
- Promoting the value of citizenship is aligned with Government of Canada and CIC objectives and priorities; however, there is some indication that emphasis is being shifted from promotional activities to processing activities.
- The current approach of shared responsibility for citizenship promotion, led by the federal government with broader participation from provinces and communities, is appropriate.

Performance

Program performance was assessed by examining program results in terms of effectiveness, as well as efficiency and economy (or resource utilization). Key findings are highlighted below.

Participation in CIC promotional activities

- The citizenship study guide (Discover Canada) is widely distributed and available in various formats. It is routinely sent to newcomers applying for citizenship; however, it is unknown to what extent it is being used by the wider Canadian audience.
- There is an indication that the study guide, a key promotional tool, requires a higher level of language proficiency, which may limit its accessibility to some vulnerable groups.

- Although open to the general public, citizenship ceremonies are predominantly attended by new citizens and their guests.
- It is unknown to what extent reaffirmation ceremonies are held beyond those hosted by CIC. Attendance at CIC-led reaffirmation ceremonies is high; however they do not occur on a frequent basis, limiting their reach and profile among a broader audience of Canadians.
- Canada's Citizenship Week provides an opportunity for Canadians to celebrate citizenship. However, the focus of Citizenship Week activities for CIC has been on ceremonies.
- While the CIC website and advertising campaigns are reaching the general public, other public outreach to schools and promotional activities undertaken by citizenship judges to a wider audience lack a clear direction.
- The reach of the ICC has grown substantially since its inception in 2006-07. Though more concentrated in Ontario, the organization is successful in reaching new citizens through its programming and has engaged a network of volunteers and various attractions across Canada to accomplish this work.

Knowledge of citizenship rights and responsibilities and value of citizenship

- Using CIC's study guide or participating in the citizenship ceremony were found to have a positive impact on new citizens' knowledge of their rights and responsibilities and on valuing citizenship.
- The presence of special elements at ceremonies has a positive impact on new citizens wanting to become more involved as citizens. Of note, ICC ceremony discussion groups were found to provide a good platform to reflect on the meaning of active citizenship for new Canadians.
- There is some indication that efforts to increase the efficiency of citizenship ceremonies by increasing the number of new citizen participants may diminish the effectiveness of these ceremonies.
- Participating in the citizenship ceremony or, to a lesser extent, using the study guide, was found to have a positive impact on valuing citizenship.
- The presence of special elements at ceremonies has a positive impact on how new citizens value citizenship. For example, ICC ceremony discussion groups have a positive impact on helping them to appreciate citizenship.

Impacts related to applying for Canadian citizenship

- Promotional activities that reinforce a sense of belonging or permanency influence the decision to apply for citizenship.

Program management and resource utilization

- Information regarding the outcomes of promotional activities is available but only at a broad level which is not sufficient to support program monitoring and policy decision-making.
- Training and support for program delivery is available; however, there are opportunities for improvement, particularly with respect to public speaking training in support of outreach activities and technical supports for the delivery of ceremonies.
- At the federal level, there is potential for overlap in citizenship promotion.

- Within CIC, responsibility for the Citizenship Awareness Program is dispersed and there is no clear program lead, resulting in some inefficiencies in coordination and the absence of an overarching strategy.
- The investment in the Citizenship Awareness component is relatively small compared to the overall Citizenship Program.
- Partnerships and other means of leveraging resources, where appropriate, are an effective way to supplement citizenship awareness activities.

Conclusions and recommendations

The evaluation found that there is a need to promote citizenship to maintain uptake and reinforce its value. Citizenship promotion and facilitating access is aligned with government policy focused on ensuring the full integration of newcomers into Canadian society and the social cohesion of the country, while reinforcing the value of citizenship is becoming increasingly tied to priorities fixed on protecting the integrity of Canada's immigration system. Although the Government of Canada has sole responsibility for conferring citizenship, responsibility for promotion is shared among many stakeholders.

The evaluation found that the program is reaching newcomers, particularly those applying for citizenship, predominantly through the study guide and the citizenship ceremonies, which are also central to the citizenship application process. Much less is known, however, about the reach and impact of citizenship promotional activities to the broader Canadian public. Using the study guide and participating in the ceremony are helping new citizens to understand the rights and responsibilities of Canadian citizenship, and these efforts, primarily through the ceremonies, are also having positive impacts for new citizens in relation to its value. Ceremonies with special elements, such as discussion groups, can enhance outcomes for new citizens, but come at the cost of greater effort in planning and coordination for the Department. Although newcomers have various reasons for getting their Canadian citizenship, the evaluation found that practical reasons, such as getting passports, ranked below more intangible reasons linked to their social integration, highlighting a role that promotion can have in creating a sense of belonging and permanency for newcomers to further encourage uptake.

Lastly, the evaluation found that citizenship awareness activities are distributed across various branches within the Department, and that there is no clear program lead. Though still being implemented, many of the concrete activities in the Citizenship Action Plan have been completed, and the new focus is on citizenship modernization, with current efforts focusing on efficiency and program integrity, and a goal of reducing processing times. Furthermore, recent changes to the operational context, such as closures of local offices and the reduction of citizenship program staff, may hamper promotional capacity as limited resources are shifted away to meet processing targets. Alternatively, the evaluation found that partnerships have been successful in leveraging limited funds, but more could be done.

The challenge for the Citizenship Awareness Program in the future will be to continue to promote citizenship to effectively reach a broad audience of newcomers and established Canadians, communicate and reinforce the value of citizenship, and identify opportunities to creatively leverage existing resources and partnerships to achieve these outcomes, all in a climate of transition.

In light of the findings and subsequent conclusions of the evaluation, the following recommendations are put forward:

Recommendation 1: *That the Department ensure clear whole-of-CIC horizontal governance and management of the Citizenship Awareness Program, including roles and responsibilities with respect to its design, implementation, performance monitoring and reporting.*

Recommendation 2: *That CIC develop a strategic approach to maximize opportunities to better leverage existing departmental resources and partnerships.*

Recommendation 3: *In order to improve the effectiveness of its current promotional activities aimed at newcomers, CIC should:*

a) Ensure that information contained in the guide is more accessible to those with lower levels of education or language proficiency.
b) Explore options and develop an approach to integrate special elements, such as discussion groups, into more citizenship ceremonies to enhance their effectiveness.

Recommendation 4: *That CIC develop a strategic approach for citizenship awareness activities aimed at all Canadians.*

In some cases, suggestions were also provided to further clarify the recommendations. These suggestions are elaborated in the full report.

Evaluation of the Citizenship Awareness Program - Management Response Action Plan (MRAP)

In response to a range of ongoing challenges in our environment, CIC is moving toward a more responsive system of doing business and stepping up the pace of modernizing the way it works, reducing overhead costs, and continuing to streamline programs and operations. CIC continues to be committed to offering better client service, more efficient and effective application processing, stronger program integrity, reduced fraud, optimal use of technology, and policy and program changes. A Two-Year Citizenship Modernization Roadmap from Spring 2012 to Summer 2014 is being implemented to guide and track our collective efforts to ensure that programs continue to deliver services to the right people, for the right reasons and in a consistent manner, while safeguarding against the risk of fraud, misrepresentation, irregular migration and other abuses. During this time of transformation, CIC will continue to ensure that the promotion and awareness of citizenship is maintained and reflective of the positive changes to citizenship program, including in the reallocation of resources to ensure the efficient implementation of the changes.

This Management Response Action Plan was developed in consideration of these ongoing and anticipated changes to the way we do business and timelines for implementation were planned to effectively support department-wide Modernization objectives.

Recommendation	Response and context	Action items and deliverables	Accountability	Completion date
1. That the Department ensures clear whole-of-CIC horizontal governance and management of the Citizenship Awareness program, including roles and responsibilities with respect to its design, implementation, performance monitoring and reporting.	CIC agrees with this recommendation. Currently, program governance is functionally-based and implemented through three Branches - Citizenship and Multiculturalism (in the Strategic and Program Policy Sector); Operational Management and Coordination Branch (in the Operations Sector) and the Communications Branch. Each of the Branches understands their respective role and responsibilities. Building on the work underway of the department's 2-year Citizenship Modernization Roadmap, which responds to a range of ongoing challenges in our environment, including competing priorities, increasing application volumes, technological limitations, and uncontrollable global events, a review of the Citizenship Awareness program will leverage operational improvements and best practices.	CIC will strengthen the governance and management of the Citizenship Awareness Program through: • Establishing an internal CIC working group with key branches to review the governance (roles and responsibilities), the management, the delivery and the reporting mechanisms of the program to ensure alignment with the Program's objectives and expected results • Reviewing current mechanisms; and, where appropriate, recommend new mechanisms to improve information sharing and to better support coordination • Reviewing the program performance measurement framework to ensure appropriate performance indicators and data strategies to measure progress against expected results.	Cit-Multi Branch, with support from OMC, Comms, IPMB and OPMB	Q4 2013-2014 Q2 2014-2015 Q2 2014-2015
2. That CIC develop a strategic approach to maximize opportunities to better leverage existing departmental resources and partnerships. As part of this approach CIC could consider: a) Enhancing and formalizing Citizenship Awareness Program involvement in determining priorities and allocating funding to citizenship awareness initiatives through the Multiculturalism and Settlement G&C programs; b) Developing a plan for a second phase of the ICC that builds on its current contributions to the Citizenship Awareness Program and explores opportunities for additional collaborative work;	CIC agrees with this recommendation. CIC 's existing governance structure and reporting mechanisms already ensure sound decision-making by Senior Executives on the management of the Citizenship Awareness program but the department agrees that adjustments to continue to maximize opportunity to leverage existing resources and partnerships could be made. The Citizenship Awareness Program is part of a larger Citizenship Program which balances two objectives: encouraging and facilitating the acquisition of Canadian citizenship; and, enhancing the meaning of citizenship which serves as a unifying bond for all Canadians. In recognizing the complementarity of the objectives of citizenship awareness with the	CIC will develop a department-wide Citizenship Awareness Program strategy, through: • Building on existing citizenship awareness activities, including those under Citizenship Action Plan (CAP), to capture achievements, learnings and best practices to better inform work related to increasing the meaning of citizenship among newcomers and established Canadians; and, • Developing an action plan for the Program outlining key deliverables, which could include: ▪ Ensuring citizenship awareness outcomes continue to be taken	Cit-Multi, with support from OMC, Comms, IPMB and Integration	Q3 2014-2015

Recommendation	Response and context	Action items and deliverables	Accountability	Completion date
c) Examining and solidifying the respective roles of CIC and PCH in promoting the value of citizenship to all Canadians and identify potential areas for collaboration; and d) Exploring options and developing an approach to engage new partners, including those in the private sector where appropriate, to leverage additional resources towards citizenship awareness.	department's other programs, namely Settlement and Multiculturalism, the department has worked to leverage those existing policies, programs and activities in order to further advance citizenship objectives. For example, the Settlement Program is currently funding 5 pilot projects over fiscal years 2012-2013 and 2013-2014 aimed at helping to prepare newcomers for full citizenship. These pilot projects will also contribute to the evidence base to inform further policy and program development. This work is in line with the Settlement Program's national plan for 2013-2016 which serves as the basis for assessing all settlement program proposals, which prioritizes citizenship objectives. The Settlement Program also launched Welcome to Canada in 2013 which supports the Citizenship Awareness objectives of the department. Also of note is that consultations with key stakeholders, including federal government departments and the private sector are an intrinsic part of CIC's work in achieving its goals and objectives. • For example, in 2012-2013, CIC undertook a pilot project to partner with the private sector on citizenship awareness activities. A strategic approach on private sector partnerships was developed and approved and work continues to engage partners in this work.	into consideration in CIC's Grants and Contributions programs ▪ Examining a continuing role for the ICC and other organisations in promoting citizenship awareness ▪ Continuing engagement with other federal departments, including PCH, towards an improved whole-of-government approach to enhancing awareness and understanding the value of citizenship ▪ Further assessing private sector partnerships to implement citizenship awareness activities		

Recommendation	Response and context	Action items and deliverables	Accountability	Completion date
3. In order to improve the effectiveness of its current promotional activities aimed at newcomers, CIC should: a) Ensure that information contained in the guide is more accessible to those with lower levels of education or language proficiency.	CIC agrees with this recommendation. It is a priority for the Department to : • Ensure the effectiveness of its activities in reaching different targeted groups; • Ensure the accessibility to its material; and, • Enhance deeper understanding of Canadian citizenship rights and responsibilities. To ensure access to *Discover Canada*, the citizenship study guide, CIC has already developed and made available to the public the following alternate formats of the guide: audio, Braille, large print, ebook, and mobile application. Further, the department has developed a Citizenship Resource which contains lesson plans and classroom materials that are based on Discover Canada. The Resource has been disseminated to the Language Instruction for Newcomers to Canada (LINC) Programs delivered across the country to support teachers as they teach citizenship concepts to students at all levels of language abilities. The Citizenship Resource is also available online so that any professional across the country, even those who do not teach within a LINC funded class, may access the resources. The Department recognizes the need to continue to reach newcomers, of various educational and language proficiency, as well as all Canadians in expanding the accessibility of *Discover Canada*.	CIC will: • Further explore the role of supplementary interventions and/or educational products or activities, including other alternative formats of Discover Canada, in improving accessibility; • Leverage existing mechanisms to consult stakeholders, including the settlement sector, on identifying opportunities to improve the accessibility of Discover Canada and its contents; and, • Improve interventions, products and activities, where/if deemed necessary to ensure effectiveness and to facilitate access.	Cit-Multi, with support from OMC, Comms, Integration, IPMB and R&E	Q4 2014-2015

Recommendation	Response and context	Action items and deliverables	Accountability	Completion date
b) Explore options and develop an approach to integrate special elements, such as discussion groups, into more citizenship ceremonies to enhance their effectiveness.	CIC agrees with this recommendation. The Citizenship Action Plan in 2010 outlined the need to enhance citizenship ceremonies and various elements have been integrated since that time. Enhanced promotional material was developed and distributed at every ceremony, the use of Volunteer Presiders was expanded and used more frequently, and veteran or active serving members of the Canadian Forces were introduced as an important element at ceremonies.	The Department will review the citizenship ceremony delivery model and identify opportunities to further improve the quality and focus of the citizenship ceremony all while balancing operational requirements. The Department will explore enhancing the role of various partners, such as the ICC, to contribute to the goal of raising citizenship awareness. A review of the current enhanced ceremonies model will be conducted to determine the best approach to improve and increase use of partner and enhanced elements where possible.	OMC, with support from Cit-Multi, Comms, IPMB, Citizenship Commission	Q3 2014-2015
4. That CIC develop a strategic approach for citizenship awareness activities aimed at all Canadians. This approach could consider: a) Clarifying roles and responsibilities within CIC, with OGDs (e.g., PCH) and with other potential partners for activities aimed at "all Canadians"; b) Defining the target groups of "all Canadians" that CIC is best positioned to pursue; c) Identifying objectives of awareness activities targeting all Canadians and reviewing and enhancing current activities (i.e., reaffirmation ceremonies, outreach to schools, Citizenship Week activities, outreach by citizenship judges) in light of these objectives; d) Developing an implementation plan, including the provision of supports for existing and potential new activities (e.g., assisting judges in conducting outreach activities); and	CIC agrees with this recommendation. Part of this work is already underway. Citizenship Communications and Operations Branches have initiated discussions to determine who leads which areas of citizenship awareness and outreach. Since April 2012, regional communications staff have been integrated into the Communications Branch to better coordinate communications in general, including activities related to citizenship awareness. All areas of the citizenship program in the department have agreed on a 2014 strategic communications plan for Canada Day and Citizenship Week. However, the department agrees that more can be done to better coordinate and manage citizenship awareness activities.	Informed by the Citizenship Awareness Program strategy and action plan, referred to under Recommendation 2, CIC will develop a strategic approach for citizenship awareness activities aimed at all Canadians. In so doing, a communications approach will be developed, which will define target audiences, recommend awareness activities, and outline an action plan for implementing the approach.	Cit-Multi, with support from OMC, Comms, IPMB, R&E and Integration Comms	Q4 2014-2015

Recommendation	Response and context	Action items and deliverables	Accountability	Completion date
e) Putting in place the performance measurement systems necessary to monitor associated set of broader expected results.				

1. Introduction

1.1. Purpose of the Evaluation

This report presents the results of the evaluation of the Citizenship Awareness Program, including the Institute for Canadian Citizenship (ICC). The evaluation was conducted in fulfillment of requirements under the *Financial Administration Act* and the Treasury Board Secretariat (TBS) *Policy on Evaluation*, and focuses on activities undertaken, outputs produced, and results achieved over the five-year time period between fiscal years 2007-08 and 2011-12. Data collection was undertaken by the Research and Evaluation Branch (R&E), Citizenship and Immigration Canada (CIC), between October 2012 and April 2013.

This evaluation report is organized into four main sections:

- Section 1 presents the profile of the program;
- Section 2 presents the methodology and discusses the strengths and limitations of the study;
- Section 3 presents the findings, organized by evaluation issue; and
- Section 4 presents the conclusions and recommendations.

1.2. Citizenship Awareness Program profile

1.2.1. Program context and objectives

In order to obtain Canadian citizenship, individuals must first meet eligibility requirements, complete and submit an application form, pass a citizenship test and attend a citizenship ceremony where they recite the oath of citizenship before a citizenship judge.[1] Those who obtain citizenship are conferred legal status in the country and receive certain rights that are not afforded to others, namely the right to vote, hold public office and protection from deportation. In addition to a legal status, Canadian citizenship can also be considered a significant milestone in the integration of newcomers. Canada's immigration policy has historically focused on settlement, long term integration, multiculturalism and inclusive citizenship in order to combat discrimination and social exclusion, promote human equality and respect for diversity, and provide a welcoming environment.

Since the passage of the *Citizenship Act* in 1947, Canadian citizenship policy has embodied two distinct objectives: i) to encourage and facilitate naturalization by permanent residents; and ii) to enhance the meaning of citizenship as a unifying bond for Canadians.[2] CIC's Program Alignment Architecture (PAA) reflects these broad goals in its description of the purpose of the Citizenship Program, which is to "administer citizenship legislation and promote the rights and responsibilities of Canadian citizenship." This is achieved through two distinct, but interlinked activities: Citizenship Awareness (PA3.2.1) and Citizenship Acquisition, Confirmation and Revocation (PA3.2.2).[3]

Citizenship Awareness, the focus of the present evaluation, aims to enhance the meaning of Canadian citizenship for both newcomers and the Canadian-born and to increase a sense of

[1] Note: Adults between the ages of 18 and 54 must take the citizenship test, and adults and children aged 14 or over must go to the citizenship ceremony and take the oath.
[2] Source: "The Past, Present and Future of Canadian Citizenship", PowerPoint Presentation, Mary-Ann Hubers, CIC, September 2010.
[3] Source: CIC Program Alignment Architecture: Program Titles and Descriptions. Effective April 1, 2013.

belonging to Canada. Through knowledge of Canada's history, institutions and values, as well as the rights and responsibilities associated with citizenship, it is expected that newcomers and the Canadian-born would be better equipped for active citizenship and can contribute to the development of an integrated society. The program undertakes various knowledge-building and promotional activities, such as the distribution of the citizenship study guide, citizenship ceremonies, Citizenship Week, and other outreach activities (discussed in more detail in the next section).[4]

In 2009-2010, the Citizenship Action Plan (CAP) was launched, introducing a medium-term set of coordinated initiatives with the goal of all Canadians (established, new and potential) understanding, valuing and practising their citizenship. CAP initiatives were intended to:

- Provide access to the essential knowledge base for citizenship;
- Enhance respect for democratic values and the status of citizenship; and
- Ensure the integrity of the naturalization process and promote responsible civic engagement.

Although many of the CAP initiatives have been completed, CIC continues to implement elements of the action plan, with a view to improving the integrity of the Citizenship Program and strengthening the value and meaning of Canadian citizenship.[5]

The following sections provide a general overview of the various citizenship awareness activities, other activities in the department supporting similar objectives, and the governance and resources associated with this program.

1.2.2. Overview of Citizenship Awareness activities

Citizenship is promoted through a variety of activities and products intended to increase knowledge of the roles and responsibilities of Canadian citizenship, and to increase its perceived value. These include study materials for the citizenship test, citizenship ceremonies, special events and projects, outreach efforts, and the activities of the Institute for Canadian Citizenship (ICC).

- **Study Guide**: The main information resource on citizenship prepared by CIC is *Discover Canada: the Rights and Responsibilities of Canadian Citizenship* (hereafter referred to as *Discover Canada*). It replaced *A Look at Canada* in 2009, and is the official study resource for those preparing for the citizenship test. In addition, its content forms the basis for other informational resources related to citizenship produced by the Department.
- **Ceremonies**: The Department is responsible for the delivery of citizenship ceremonies, which combine the acquisition of Canadian citizenship with its celebration. Adults and children aged 14 or over must go to the citizenship ceremony and take the oath as a final requirement for the grant of citizenship. Ceremonies can be held on-site at a CIC office or off-site at a venue, such as a school, library, or City Hall, and can be standard or enhanced in nature (having one or more features, such as an external partner, a designated speaker or a reception). Program folders with referential and promotional material have been distributed to citizenship ceremony attendees since 2010. In addition, the Department occasionally holds reaffirmation ceremonies. The most notable reaffirmation ceremony is the *Great Canadian Oath* event held at Major's Hill Park in Ottawa on Canada Day. Reaffirmation ceremonies may also be held as desired by the public; the Department provides resources for those interested in holding such ceremonies.

[4] Ibid.

[5] See www.cic.gc.ca/english/department/paa/2013/activity-32.asp (accessed August 13, 2013).

- **Canada's Citizenship Week**: The main event related to citizenship promotion is Canada's Citizenship Week (hereafter referred to as Citizenship Week). It has been held annually since 2000 during the third week of October, and typically involves an increased number of enhanced citizenship ceremonies, along with an increased media presence. During this week, the Department also presented members of the public with Canada's Citizenship Award, formerly named Citations for Citizenship, to recognize volunteer work in support of citizenship values. However, this award was not bestowed in 2011 or 2012.
- **Outreach activities**: The departmental website is a key vehicle for citizenship outreach to the public, providing information on citizenship applications and processes and on upcoming citizenship ceremonies, as well as various resources for teachers and youth, and resources related to events such as Citizenship Week. CIC also engages in advertising campaigns from time to time in order to create an awareness of departmental activities and products, such as the study guide, and uses social media, such as FaceBook, to reinforce advertising campaign messaging. The Department occasionally sends out emails to schools in order to promote the use of citizenship materials in support of civics education, and staffs booths at conferences or other events in order to distribute promotional materials. Lastly, full-time citizenship judges are allotted one half-day per month to conduct outreach activities, such as speaking to students in a school prior to a citizenship ceremony.
- **Institute for Canadian Citizenship (ICC):** CIC also provides funding to the Institute for Canadian Citizenship (ICC). The ICC was created through a grant to recognize the service and memory of the Right Honourable Adrienne Clarkson, in keeping with the Government's tradition of endowing a foundation to recognize the legacy of departing Governors General. It was intended to be an independent, not-for-profit organization, operating beyond the scope of existing programming to engage citizens and groups, particularly grassroots organizations, encourage national dialogue, and help identify and build national networks and models to strengthen assistance to new and future Canadians and increase awareness regarding Canadian citizenship. The ICC's main activities include the Building Citizenship and Cultural Access Pass programs, as well as the LaFontaine-Baldwin Symposium.

1.2.3. Other activities in support of Citizenship Awareness objectives

In addition to the activities which fall within the purview of the Citizenship Awareness Program, the Department supports activities in alignment with the objectives of citizenship awareness under its Multiculturalism and Settlement Grants and Contributions Programs.

- **Inter-Action** is the Multiculturalism Grants and Contributions Program. One of the objectives of the Inter-Action funding program is building an integrated, socially cohesive society by fostering citizenship, civic memory, civic pride and respect for core democratic values grounded in Canada's history.[6]
- The **Settlement Program** is also a Grants and Contributions Program. One of the national priorities identified for direct services under the information and orientation stream is for newcomers to have access to information that helps prepare them to become active citizens, which involves understanding life in Canada, including laws, rights and responsibilities.[7]

[6] Source: CIC (2010) Inter-Action: Canada's New Multiculturalism Grants and Contributions Program – Projects Funding Guidelines.
[7] Source: CIC (2012) Funding Guidelines: National Call for Proposals 2012 – Grants and Contributions: Settlement and Resettlement Programs.

1.2.4. Governance of the Citizenship Awareness Program

Governance of the Citizenship Awareness Program is distributed across various Branches within CIC, with responsibility for the management and delivery of the different awareness activities residing with individual Divisions. The following section describes the groups involved with the management and delivery of the program.

The **Strategic and Program Policy Sector** within CIC is responsible for providing evidence-based policy development, and connecting strategic policy with program policy and design.

- The **Citizenship and Multiculturalism Branch** (CMB) is responsible for high-level program support, divided between two divisions:
  - The Citizenship Legislation and Program Policy Division (CLPPD) provides policy advice to the Minister on amendments to the Citizenship Act and Regulations. CLPPD plans and supports the passage and implementation of legislative and regulatory amendments, including ensuring that these amendments are promoted to Canadians. CLPPD also provides policy interpretation, and manages the grant for the Institute for Canadian Citizenship.
  - The Policy and Knowledge Development Division (PKDD) provides support for the implementation of policy directives. PKDD also leads activities related to content and integrity management for the citizenship study guide, citizenship test, and other citizenship education resources, and provides policy advice on issues related to citizenship programming, citizenship preparation, and citizenship literacy among newcomers and established Canadians.

The **Operations Sector** within CIC is accountable for all of the Department's program delivery activities.

- The **Operational Management and Coordination Branch** (OMC), through the Citizenship Program Delivery and Promotion Division (CPDP), manages and coordinates the delivery of the Citizenship Program across the service delivery network, provides a liaison function between the Registrar of Canadian Citizenship[8] and the Citizenship Commission (see description below), as well as with the policy and communications groups within the Department. CPDP provides functional guidance and advice related to Citizenship Program delivery and promotion to National Headquarters (NHQ), the regions, and external partners, develops operational guidelines and policy manuals, and is responsible for the coordination of citizenship ceremonies and Citizenship Week activities across Canada. It is also responsible for the content of citizenship forms and citizenship-related web pages on the Department's internet and intranet sites.
- The **Operational Performance Management Branch** (OPMB) is an informational hub for the Department; it tracks resources, workloads, and production levels, and is also involved in adapting data reporting methods to meet evolving needs. OPMB provides the main source of data for reporting on the Citizenship Program.

[8] The Registrar of Canadian Citizenship is the Director of the CPDP Division within OMC Branch. The Registrar authorizes delegation to citizenship officers for grants and proofs once the mandatory training is completed and officers have passed their tests, and is the central point of contact with the Citizenship Commission for the Operations Sector.

- The **Centralized Processing Region** (CPR) oversees the CIC Call Centre and the Case Processing Centre in Sydney (CPC-S), in responding to client enquiries and in the initial or complete processing of all types of citizenship applications at the CPC-S. CPC-Sydney distributes the study guide to citizenship applicants, and the Call Centre provides answers to general questions about the citizenship process and responds to client questions related to active files.
- **Regional and Local CIC Offices** are responsible for program implementation in communities. Officials in local CIC offices complete the process for grant of citizenship applications. They also organize and deliver citizenship ceremonies, including distributing promotional materials to ceremony attendees, and liaise with community partners. Staff in regional CIC offices provide oversight and coordination for these activities in the regions, and liaise with staff in the CPDP Division of OMC Branch.

The delivery of the Citizenship Awareness Program is also supported through internal services and the Citizenship Commission:

- Reporting to the Office of the Deputy Minister, the **Communications Branch** provides a coordinated approach to communicating internally and externally on citizenship issues. These range from the development of communication plans and strategies, to the provision of media releases, and assistance at high-profile events. The Outreach Division is involved in all forms of departmental promotion, including advertising campaigns, publications, special events, exhibits, and printed materials. This Division has also assumed responsibility for the publication of the *Discover Canada* study guide.
- The **Citizenship Commission** is an administrative body within CIC that includes the Senior Citizenship Judge and citizenship judges across the country. Citizenship judges in local offices conduct hearings, make decisions on applications, preside over citizenship ceremonies, and administer the oath of citizenship. Judges also play a role in community outreach and promotion. The Citizenship Commission is led by the Senior Citizenship Judge who is responsible for ensuring that the judges perform their statutory and administrative duties and acts as the link between the judges, the Minister and CIC on citizenship issues.

1.2.5. Program resources

According to CIC financial data, the total expenditures for the Citizenship Awareness Program in 2011-12 was $4,130,807, representing approximately 11% of the resources for the Citizenship Program as a whole. This amount, however, does not include the resources dedicated to the program through CIC Communications Branch or the Citizenship Commission. The financial picture for the Citizenship Awareness Program is provided in more detail in section 3.2.6 on Resource Utilization.

2. Methodology

2.1. Evaluation scope and approach

The evaluation approach and methodology were set out in an evaluation plan developed for both the Citizenship Awareness and Citizenship Acquisition, Confirmation and Revocation components of the Citizenship Program. The plan was developed between February and June 2012 and completed in consultation with all CIC Branches involved in their delivery. Although planning encompassed both components, each will be evaluated separately in order to ensure robust coverage of the different aspects of the program. A Terms of Reference for the Citizenship Awareness evaluation was approved by CIC's Departmental Evaluation Committee in July 2012.

The evaluation examines the Citizenship Awareness program activity (PA3.2.1 of the CIC Program Alignment Architecture (PAA)), including the Grant to the Institute for Canadian Citizenship (ICC). The Grant to the ICC was included in this evaluation as its objectives are aligned with those of the Citizenship Awareness program. As well, combining the two elements into one evaluation was deemed to be an efficient means of clustering evaluations in order to meet requirements within existing resource levels.

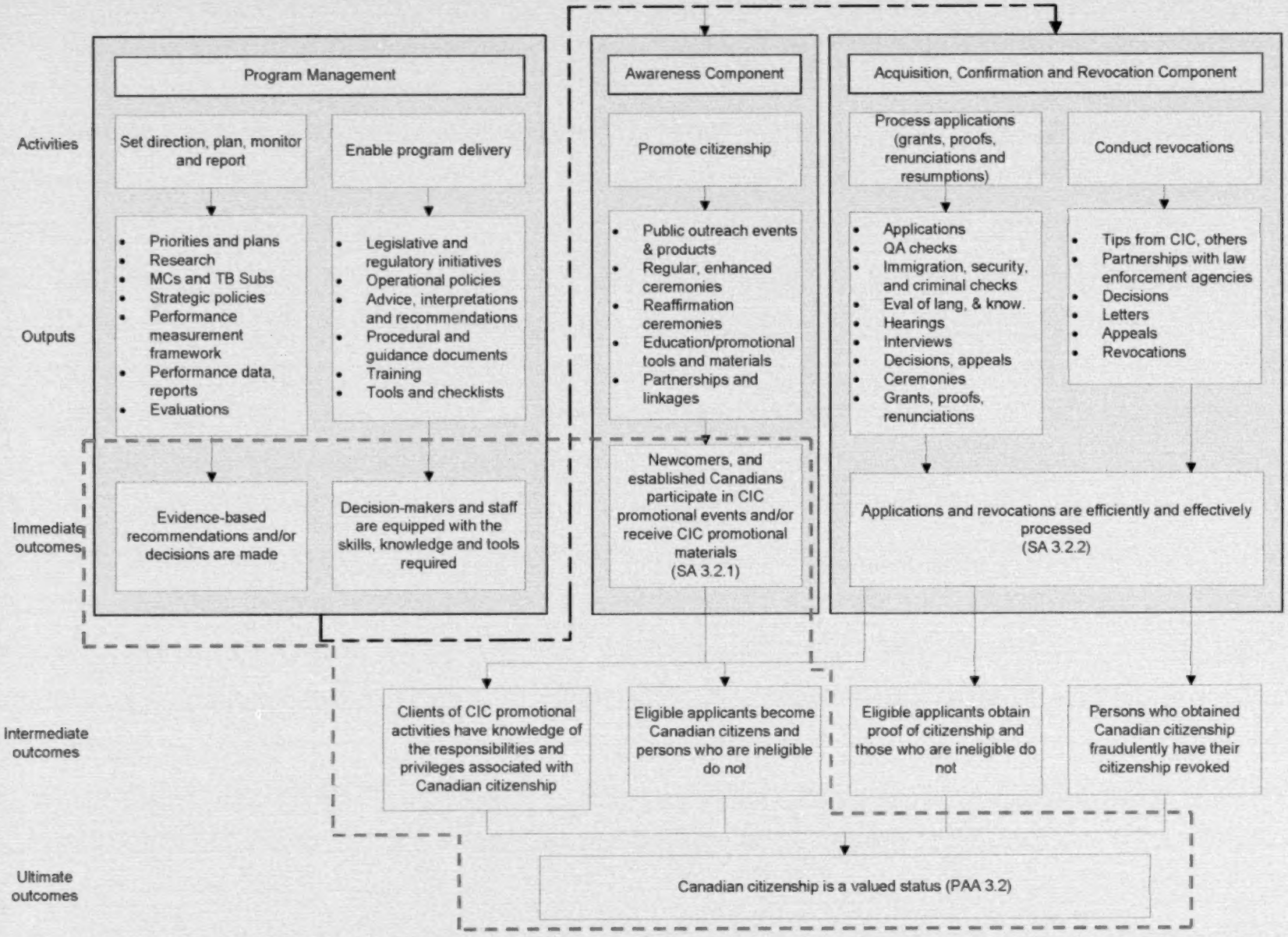
The present evaluation focuses on the activities undertaken, outputs produced, and results achieved for Citizenship Awareness over the five-year time period between fiscal years 2007-08 and 2011-12. The formative evaluation of Citizenship Week conducted in 2004[9] focused solely on the activities related to Citizenship Week, and therefore provided little information to inform the present evaluation. An audit of the Citizenship Program[10] was conducted by CIC's Internal Audit Branch in 2011, and internal and external reviews were also conducted in 2010-11. However, these reviews primarily explored issues related to the Department's processing of citizenship applications, rather than the promotion of Canadian citizenship.

A program logic approach was used for the study design of the evaluation, supported by a detailed evaluation matrix. The logic model depicts the activities, expected outputs, and expected outcomes for both components the Citizenship Program (see Figure 2-1). The specific expected outcomes addressed in the evaluation of the Citizenship Awareness component are:

- Newcomers and established Canadians participate in CIC promotional events and/or receive CIC promotional materials;
- Clients of CIC promotional activities have knowledge of the responsibilities and privileges associated with Canadian citizenship;
- Eligible applicants become Canadian citizens and persons who are ineligible do not;
- Canadian citizenship is a valued status;
- Evidence-based recommendations and/or decisions are made; and
- Decision-makers and staff are equipped with the skills, knowledge and tools required.

[9] See www.cic.gc.ca/english/resources/evaluation/cit-week/index.asp
[10] See www.cic.gc.ca/english/resources/audit/cit-program/index-eng.asp

Figure 2-1: CIC Citizenship Program logic model


Program Management
Awareness Component
Acquisition, Confirmation and Revocation Component
Activities
Set direction, plan, monitor and report
Enable program delivery
Promote citizenship
Process applications (grants, proofs, renunciations and resumptions)
Conduct revocations
Outputs
Priorities and plans
Research
MCs and TB Subs
Strategic policies
Performance measurement framework
Performance data, reports
Evaluations
Legislative and regulatory initiatives
Operational policies
Advice, interpretations and recommendations
Procedural and guidance documents
Training
Tools and checklists
Public outreach events & products
Regular, enhanced ceremonies
Reaffirmation ceremonies
Education/promotional tools and materials
Partnerships and linkages
Applications
QA checks
Immigration, security, and criminal checks
Eval of lang. & know.
Hearings
Interviews
Decisions, appeals
Ceremonies
Grants, proofs, renunciations
Tips from CIC, others
Partnerships with law enforcement agencies
Decisions
Letters
Appeals
Revocations
Immediate outcomes
Evidence-based recommendations and/or decisions are made
Decision-makers and staff are equipped with the skills, knowledge and tools required
Newcomers, and established Canadians participate in CIC promotional events and/or receive CIC promotional materials (SA 3.2.1)
Applications and revocations are efficiently and effectively processed (SA 3.2.2)
Intermediate outcomes
Clients of CIC promotional activities have knowledge of the responsibilities and privileges associated with Canadian citizenship
Eligible applicants become Canadian citizens and persons who are ineligible do not
Eligible applicants obtain proof of citizenship and those who are ineligible do not
Persons who obtained Canadian citizenship fraudulently have their citizenship revoked
Ultimate outcomes
Canadian citizenship is a valued status (PAA 3.2)

* Note: Focus of the evaluation will be on CIC-related activities and not on the Citizenship Commission, which is an independent entity.

2.2. Evaluation questions

The evaluation was designed to address two broad themes: relevance and performance. In keeping with the requirements of the *Directive on the Evaluation Function* (Treasury Board of Canada Secretariat, 2009), program relevance was assessed in terms of: (1) continued need; (2) consistency with respect to federal roles and responsibilities; and (3) alignment with government and departmental objectives and priorities. Program performance was assessed by examining program results in terms of: (4) effectiveness; and (5) efficiency and economy (resource utilization). The evaluation questions, organized by evaluation issue, are presented in Table 2-1. The complete evaluation matrix, which includes specific indicators and methodologies for each evaluation question can be found in the Technical Appendices.

Table 2-1: Summary of evaluation issues and questions

Evaluation Issue	Evaluation Question	Section Reference #[11]
Relevance	1. Is there a continued need to promote the value of citizenship?	3.1.1
	2. Are the expected results of the Awareness Program aligned with CIC and GoC objectives and priorities?	3.1.2
	3. Is the promotion of citizenship a federal responsibility? What other parties have a responsibility to promote citizenship?	3.1.3
Performance	4. Do decision-makers have access to timely, accurate, evidence-based information to make decisions and manage the program?	3.2.5
	5. Do staff have the knowledge, tools, and functional guidance required to perform their duties?	3.2.5
	6. To what extent do newcomers & established Canadians participate in CIC promotional activities and/or receive CIC promotional materials?	3.2.1
	7. To what extent do clients of CIC promotional activities have knowledge of the responsibilities and privileges associated with Canadian citizenship?	3.2.2
	8. How did promotional activities influence newcomers' decisions to apply for citizenship?	3.2.3
	9. To what extent have promotional activities influenced whether Canadian citizenship is a valued status?	3.2.4
	10. To what extent is the Awareness Program delivery model efficient?	3.2.5
	11. Have there been unintended impacts of the Awareness program?	Throughout Section 3

[11] All findings are presented in Section 3.0. The section reference number refers to the sub-section in which the evaluation question is addressed.

2.3. Data collection methods

The evaluation included the use of multiple lines of evidence to help ensure the strength of the information and data collected. Program representatives were consulted in order to obtain administrative data and program documents for review, as well as to assist in identifying potential interviewees and locations for site visits.

Following the completion of data collection, each line of evidence was analyzed and several brainstorming sessions were held with project team members to develop the overall evaluation findings, conclusions and recommendations. Each of the lines of evidence is described in more detail below.

2.3.1. Interviews

A total of 67 interviews were completed for the evaluation (Table 2-2). Interviews were undertaken with 5 key stakeholder groups. Individuals were selected in consultation with program representatives based on their knowledge of citizenship awareness activities. The interviews were conducted to respond to all of the questions in the evaluation matrix, covering areas of program relevance and performance.

Table 2-2: Summary of interviews completed

Interview Group	Number of Interviews
Citizenship representatives at NHQ	15
Citizenship representatives in Regional/Local offices	29
Citizenship Judges	10
Partners/stakeholders	10
Representatives from other government departments	3
Total	**67**

Interviews were conducted either in-person or by telephone, and interviewees were provided with a copy of the relevant guide in advance of their interview (see the Technical Appendices for the interview guides).

Where qualitative information is presented in the report, the scale shown in Table 2-3 is used. Note that, in some cases (i.e., where the number of interviewees was too small or where the question yielded more descriptive information), the responses were not coded and a summary approach was used to analyze the information.

Table 2-3: Interview data analysis scale

All	Findings reflect the views and opinions of 100% of the interviewees.
Majority/Most	Findings reflect the views and opinions of at least 75% but less than 100% of interviewees.
Many	Findings reflect the views and opinions of at least 50% but less than 75% of interviewees.
Some	Findings reflect the views and opinions of at least 25% but less than 50% of interviewees.
A few	Findings reflect the views and opinions of at least two respondents but less than 25% of interviewees.

2.3.2. Site visits

Site visits were conducted in January and February 2013 in five communities: Vancouver, Calgary, Mississauga, Montreal and Halifax. The goal of the site visits was to observe the daily operational context of the program at the regional/local level and to better understand the interactions between citizenship processing and promotional activities. The experience also enhanced the evaluation team's understanding of the different perspectives of staff in the regional/local offices compared to those of staff in headquarters with respect to the overall relevance and impact of promotional activities. The following activities were undertaken during the site visits:

- Tours of the regional/local offices, including on-site testing and citizenship ceremony facilities;
- Interviews with CIC regional/local managers and staff, citizenship judges, and representatives of partner organizations (e.g., language training centres, settlement service providers and public institutions), to discuss their role in promoting citizenship;[12] and
- Observation of citizenship ceremonies, including an assessment against a set of standardized criteria related to facilitation and delivery. A total of nine citizenship ceremonies were observed: two in Vancouver, two in Calgary, two in Mississauga, two in Montreal and one in Halifax.

2.3.3. Ceremony exit surveys

Working with CIC regional/local office staff, a short exit survey was distributed to new citizen participants (18 years of age and older) at the ceremonies attended by evaluation team members during the site visits. The survey (and postage-paid return envelope) was included in their citizenship welcome package[13] and the ceremony clerk mentioned the survey in the ceremony instructions.[14]

The survey questionnaire included questions asking participants about the main reasons for their decision to become citizens, the parts of the ceremony that were most important for them, whether anything could have been improved, how the ceremony made them feel, and related impacts of their participation. See the Technical Appendices for additional information on the methodology as well the ceremony exit survey questionnaires.

A total of 217 new citizens completed the ceremony exit survey (59% completed it in English and 41% completed it in French). A slightly modified version of the ceremony exit survey was also created to be distributed at a few ICC ceremonies.[15] These ceremonies were not attended by members of the evaluation team. A total of 19 new citizens participating in an ICC ceremony completed the exit survey (all in English). The response rate, broken down by ceremony location, is illustrated in Table 2-4 below.

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[12] Note that all interviews conducted as part of the site visits are included in Table 2-2.

[13] The contents of the welcome package varies, but for the most part includes a maple leaf pin, a brochure for the Cultural Access Pass delivered by the ICC, a congratulatory message from the Minister, the "Symbols of Canada" publication and a "Becoming a Canadian Citizen" brochure.

[14] While the evaluation team provided instructions to regional staff to ensure the survey was only distributed to those 18 years of age or over, it is not clear whether this occurred in 100% of cases. As a result, the number of surveys distributed is an estimate.

[15] The ICC version of the survey questionnaire included an additional option regarding the discussion groups for the question on the most important parts of the citizenship ceremony.

Table 2-4: Exit survey response rate

Ceremony location	Number distributed	Number of responses	Response rate
Vancouver	123	27	22%
Calgary	159	33	21%
Mississauga	220	25	11%
Montreal	657	115	17%
Halifax	75	17	23%
Overall	**1,234**	**217**	**18%**
ICC ceremonies (4 in the Greater Toronto area and 1 in Calgary)	**236**	**19**	**8%**

2.3.4. Survey of new citizens

A survey of new citizens was conducted to answer evaluation questions related to the design and delivery and performance of the program. The survey included questions related to the citizenship experience of new citizens (such as the reasons for their decision to become citizens and how important it was for them), as well as questions about the effectiveness of CIC's citizenship awareness activities and products (mainly the citizenship ceremony and the study guide).

A survey firm was engaged to conduct the survey by telephone with individuals 18 years of age and older who received their citizenship between 2007-08 and 2011-12, using a random sample of 10,000 new citizens, drawn from a population of 688,651 eligible clients in CIC's administrative databases.[16] In total, 657 new citizens completed the survey, mostly by telephone; 4% of respondents completed the survey online. With a confidence level of 95%, percentages reported for the survey of new citizens have a margin of error of ±3.8%. See the Technical Appendices for a more detailed description of the survey methodology as well as the survey questionnaire.

2.3.5. Administrative data review

The following types of administrative data were reviewed to obtain information on the operations of the program:

- Operational data from internal reports and the Global Case Management System (GCMS) were used to obtain information on the number of citizenship grants produced and the ceremonies delivered in the years under study;
- Administrative data from CIC communications function were used to identify the number, type, and cost of citizenship promotional activities conducted by the Communications Branch;
- Financial information gathered from SAP was analyzed to establish the costs for the program; and
- Web analytics data were used to assess program reach.

[16] Approximately 1.3% of the eligible population did not have a usable telephone number; these individuals were excluded from the population 18 years of age and older before drawing the random sample of 10,000 new citizens.

2.3.6. Literature review

A literature review was conducted to examine the evaluation questions related to program need and the role of the federal government. The research included academic and technical journals, publicly available information from foreign government websites, articles by think-tanks and/or non-governmental organizations (e.g. Organization for Economic Cooperation and Development (OECD)), as well as public opinion research. The review was also useful in gaining a better understanding of citizenship policy approaches and their influence on decisions related to citizenship promotional activities. The review also looked at approaches to citizenship promotion in other countries (Australia, New Zealand, United Kingdom, and the United States). See the Technical Appendices for a partial list of the articles and reports reviewed.

2.3.7. Document review

A review of over 50 relevant program documents was conducted to provide background and context to inform an assessment of the relevance and design and delivery of the program. Official government documents such as Speeches from the Throne and budget speeches, as well as policy and strategic documents were reviewed for contextual background and for information on CIC and GoC priorities. Legislation (e.g., the *Citizenship Act*) and regulations were reviewed to determine responsibility for citizenship promotion. Departmental reference documents including *Department Performance Reports* (DPR) and the *Reports on Plans and Priorities* (RPP), along with Ministerial speeches, news releases and internal program documents were used to address specific evaluation questions. See the Technical Appendices for a partial list of the documents reviewed.

2.3.8. Institute for Canadian Citizenship (ICC) case study

A special case study was conducted to examine the efforts and early results related to the ICC as part of the evaluation of the broader Citizenship Awareness Program, as well as to fulfill requirements under the *Financial Administration Act* for the grant to the ICC. The case study assessed the Grant to the ICC in relation to the objectives set out in the Grant Agreement. Findings from the case study have been integrated throughout the evaluation report, where appropriate, with a view to informing results for the program as a whole. The case study used four main methodologies in its examination of the activities and results of the ICC:

- Document review;
- Key informant interviews;
- A review of administrative data provided by the ICC; and
- Exit survey results from the ICC ceremony respondents.

A case study report was prepared (see Appendix A).

2.4. Strengths, limitations and considerations

The evaluation contained a balance of qualitative and quantitative lines of evidence and allowed for the triangulation of research findings. The strengths, limitations, their possible impacts on the analysis, and mitigation steps are discussed below.

The evaluation included numerous and diverse lines of evidence and solicited input from a large and varied set of stakeholders. This allowed many stakeholder perspectives to be included and also helps to ensure that findings are reliable. Findings documented by more than one line of evidence demonstrate consistency and thus increase the strength of conclusions.

In addition, site visits to the five different communities allowed for the first-hand observation of program operations in the regions, the delivery of citizenship ceremonies and the participation of new citizens in the citizenship ceremonies. It also allowed for the evaluation team to meet with CIC staff, judges and other stakeholders at the local level with a role in citizenship awareness and promotion, enhancing opportunities for formal and informal connections and the team's overall understanding of program implementation.

While mitigated by the use of multiple lines of evidence, some limitations should be noted:

- The evaluation focussed primarily on the perspectives of new citizens (and not permanent residents or those born in Canada) despite the fact that the target audience for the Citizenship Awareness Program is all Canadians. Understanding the perspectives of those permanent residents that do not choose to become citizens and those born in Canada would add depth to the findings; however, this was not feasible due to constraints on conducting public opinion research.
- A change in the Department's financial coding in 2011-12, and incomplete Citizenship Awareness expenditure information in the program budget, resulted in the use of estimates rather than actual figures in the analysis of resource utilization.
- Different internal reporting formats, as well as an operational change from tracking the number of on/off site ceremonies in favour of tracking the number of standard/enhanced ceremonies, made it difficult to determine the number of new citizenship grants for a particular ceremony type over the period of study.
- The response rate to the exit survey for those participating in ICC ceremonies was relatively low. Also, distribution of the exit survey was limited to ICC ceremonies held in the Greater Toronto Area (GTA) and Calgary. Therefore, results of the exit survey for those participating in the ICC ceremonies are not considered representative, and should be interpreted with some caution.

These limitations were taken into account when developing the findings, conclusions and recommendations put forward in this evaluation.

3. Evaluation findings

This section presents the findings of the evaluation, organized by the two broad themes of relevance and performance.

3.1. Relevance

3.1.1. Continued need for Citizenship Awareness programming

Finding: There is a continued need to promote citizenship in order to reinforce its value among all Canadians and maintain high uptake rates.

The promotion of citizenship supports the dual objectives of facilitating access and enhancing its value. These objectives are grounded in a larger social policy direction, adopted by CIC, which promotes the full integration of newcomers, from settlement through to citizenship acquisition. This policy rests on the premise that promoting citizenship and encouraging its acquisition supports the creation of a welcoming environment, contributing to social cohesion.[17] High rates of citizenship have also been associated with better employment rates and higher earnings,[18] which also contributes to an integrated society. Finally, the acquisition of citizenship is said to support diversity and multiculturalism, combating discrimination and social exclusion and promoting equality.

The majority of individuals interviewed as part of this evaluation were supportive of the need to promote the value of citizenship. The most common explanations for this position focused on social benefits, such as the importance of active citizenship for all Canadians and the idea that understanding and valuing Canadian citizenship contributes to a more cohesive society.

Access to citizenship

High citizenship take-up rates are a positive indicator of an integrated society.[19] There is a need to ensure that newcomers are aware that citizenship is important to their integration and that it should be acquired. Citizenship awareness activities provide an opportunity to communicate this message to newcomers.

Statistics show that the citizenship take-up rate in Canada recorded 3 years since landing (YSL) increased from 78.7% in 1986, based on census data, to 85.6% in 2011, based on data from the National Household Survey (see Figure 3-1 below).

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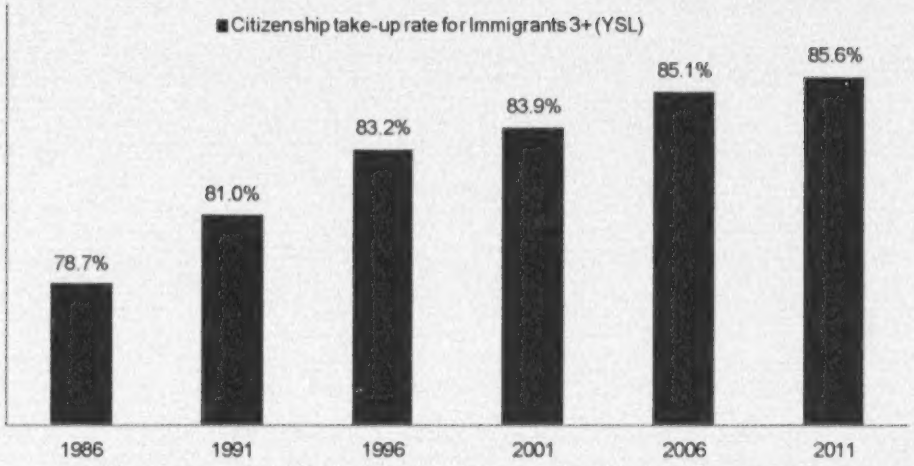
[17] See for example, Bloemraad (2008), *Citizenship in the United States and Canada: How government policy matters for immigrant political incorporation*, Canadian Diversity, Autumn 2008; and Banting (2012), *Transatlantic Convergence? Immigrant Integration in Canada and Europe*, Pluralism Forum – Reframing Europe's Multiculturalism Debates. Global Centre for Pluralism, April 2012.

[18] See for example Picot and Hou. (2011), *Citizenship Acquisition in Canada and the United States: Determinants and Economic Benefit*, Chapter 6 of Naturalisation: A Passport for Better Integration of Immigrants, OECD Publishing, 2011 or Sumption M and S. Flamm (2012), *The Economic Value of Citizenship for Immigrants in the United States*, Washington DC: Migration Policy Institute.

[19] See for example, Goodman, S. 92010) *Integration Requirements for Integration Sake? Identifying, Categorising and Comparing Civic Integration Policies*, Journal of Ethnic and Migration Studies. Vol. 36, No. 5.

Figure 3-1: Citizenship take-up rates



Sources: 1986, 1991, 1996, 2001, 2006 Census and 2011 National Household Survey.

Canada's take-up rate is higher than in other immigrant receiving countries such as the United States (50%), the United Kingdom (67%) and Australia (81%).[20] Researchers have suggested that the difference in take-up rates between Canada and other countries may be attributable, in part, to differences in the integration policies held by each country. For example, Bloemraad (2008) suggests that the endorsement of multiculturalism in Canada makes immigrants more interested in citizenship, while Joppke (2013) comments on the Canadian model of "liberal multiculturalism" in the context of a robust citizenship policy aimed at turning immigrants into loyal Canadians.

The Migrant Integration Policy Index,[21] which allows for a comparative examination of seven policy areas within each of 31 countries to determine whether migrants are "guaranteed equal rights, opportunities and responsibilities", gave Canada high marks with respect to access to nationality. In 2010, Canada ranked fourth among the participating countries with respect to this policy area, behind Portugal, Sweden and Australia. The analysis found that "nearly all Canada's residents are encouraged to become Canadian citizens", and that "as in all other traditional settler countries, immigrants and their children have clear access to citizenship".

While the citizenship take-up rate in Canada has been and remains very high, concerns have been raised that recent changes to the citizenship acquisition process in order to ensure program integrity may result in a decrease in the number of individuals who are applying for citizenship.[22] Citizenship awareness activities can contribute to ensuring that those who are eligible for citizenship are not discouraged from applying.

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[20] Source: OECD (2011) *Naturalisation: A Passport for the Better Integration of Immigrants?* OECD Publishing, doi:10.1787/9789264009104-en (p. 28 Table 1.1 – Naturalization rates by region of origin, around 2007).

[21] Source: Migrant Integration Policy Index (MIPEX) website, accessed July 2013 – www.mipex.eu

[22] See for example, Broadbent A., R. Omidvar (2013), *Five reasons Canada leads the world on immigration, Maytree opinion*, Maytree Foundation.

Enhancing the value of citizenship

Overall, the evaluation found that while citizenship is valued by Canadians, there are concerns that this value could be eroded.

The survey of new citizens conducted as part of this evaluation found that 88.6% agreed (either somewhat or strongly) that Canadian citizenship is valued by people in Canada, and 92.1% agreed (either somewhat or strongly) that Canadian citizenship is respected by people in other countries.

A national public opinion survey on Canadian citizenship, conducted in 2011, concluded that there was a sense of public confidence in the concept of citizenship as it is currently defined and that respondents did not feel it was under threat from increased immigration and expanding cultural diversity. As well, the survey found that globalization was not perceived to be a threat to citizenship as most Canadians surveyed were not concerned that millions of Canadians live abroad. That said, there was an underlying concern about citizens who did not have a history of residency in Canada and who took advantage of their status to access benefits without paying taxes or otherwise contributing to the country.[23]

Researchers have argued that there has been a devaluation of citizenship as the rights and privileges accorded to permanent residents no longer differ substantially from those of citizens. Others have pointed to more recent situations such as terrorist events in Western countries and, specifically with respect to Canada the evacuation of Canadian citizens from Lebanon in 2005, as having raised the level of interest in citizenship issues and concerns regarding its value.[24]

Concerns regarding the potential for individuals to take advantage of Canadian citizenship have also been reflected in government statements. In a 2011 speech, the Minister of Citizenship, Immigration and Multiculturalism voiced his concern that "some people had not met the requirements of citizenship and did not really value their Canadian citizenship."[25] The Minister, in a separate news conference held in the same week stated that "the value of Canadian citizenship can be debased – by those who try to put a price on being a citizen."[26]

Based on these concerns, there is a continued need to promote the value of Canadian citizenship in order to ensure it is not devalued.

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[23] Source: (February 2012) *Canadians on Citizenship: The first national survey on what it means to be a citizen in Canada*, conducted by Environics Institute, in partnership with the Institute for Canadian Citizenship, Maytree Foundation, CBC News and Royal Bank of Canada. Telephone interviews conducted with a representative sample of 2,376 Canadian residents (aged 18 and over) between November 18 and December 17, 2011.

[24] See for example, Bloemraad (2000), *Citizenship and Immigration: A Current Review*, Journal of International Migration and Integration, Vol. 1(1), Winter 2000; and Collacott (2008), *Has it Become too Easy to Acquire Canadian Citizenship?*, Canadian Diversity, Vol 6(4), Fall 2008.

[25] Speaking notes for The Honourable Jason Kenney, P.C., M.P. Minister of Citizenship, Immigration and Multiculturalism *On the value of Canadian citizenship*, Montreal, Quebec, December 12, 2011 (www.cic.gc.ca/english/department/media/speeches/2011/2011-12-12.asp).

[26] Speaking notes for The Honourable Jason Kenney, P.C., M.P. Minister of Citizenship, Immigration and Multiculturalism *At a News Conference Regarding Residence Fraud*, Montreal, Quebec, December 9, 2011 (www.cic.gc.ca/english/department/media/speeches/2011/2011-12-09.asp).

3.1.2. Consistency with CIC goals and government-wide priorities

Finding: Promoting the value of citizenship is aligned with Government of Canada and CIC objectives and priorities; however, there is some indication that emphasis is being shifted from promotional activities to processing activities.

Alignment with Government of Canada priorities

The document review found that the Government of Canada, through Speeches from the Throne, has sought to reinforce key concepts related to citizenship. In the 2010 Speech from the Throne, the concepts of democracy, rights and the rule of law were mentioned, as was the notion that Canadians are united by a shared history, while the 2011 Speech mentioned the concept of "diverse communities connected by shared values and aspirations". These concepts are consistent with those promoted through the Citizenship Awareness Program.

While citizenship promotion has not been identified as a government-wide priority in official documents, the value of citizenship has been tied to priorities dealing with the need to ensure the integrity of Canada's immigration system. In a speech at a 2010 citizenship ceremony, the Prime Minister of Canada contrasted the willingness of newcomers to " live by Canadian law and to work within the system we have established, first, to become immigrants, and, now, to receive Canadian citizenship" to concerns regarding "the growing problem of mass arrivals through human smuggling" and the resulting need for Canada "to control its own borders" and act in order to avoid a "massive collapse in public support for our immigration system."[27]

While only a few interviewees commented on the alignment between the program and government priorities, those who did comment mentioned either linkages to civic pride or to the integrity of the immigration system, reflecting the evidence found through the document review.

Alignment with CIC objectives and priorities

Citizenship Awareness is identified as an element of the Citizenship Program, which supports the achievement of the department's third strategic outcome: to ensure "newcomers and citizens participate in fostering an integrated society". In pursuing this outcome, the department "seeks to minimize income disparities and strengthen social integration by... encouraging active civic participation; and inculcating a sense of the rights and responsibilities of Canadian citizenship and the value of diversity."[28]

During the timeframe under review as part of this evaluation, citizenship awareness was a priority for the department. The main evidence of this priority was the development of the Citizenship Action Plan. Although not exclusively focused on promotion, it specified activities aimed at both increasing awareness of citizenship, as well as strengthening the acquisition process. Awareness activities under the Action Plan included the creation of the *Discover Canada* study guide and supplementary materials in multiple media, enhancements to citizenship ceremonies and the development or continuation of other promotional activities, including Citizenship Week and the Citizenship Award.

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[27] PM gives remarks during a Citizenship Ceremony, 19 October 2010, Ottawa, Ontario (www.pm.gc.ca/eng/media.asp?category=2&featureId=6&pageId=46&id=3748).

[28] Report on Plans and Priorities 2013-14, Citizenship and Immigration Canada, www.cic.gc.ca/english/resources/publications/rpp/2013-2014/index.asp#a2.3

While significant activities related to citizenship awareness were to be undertaken under the Action Plan, over time, the level of effort devoted to promotional activities diminished. For example, while the Citizenship Award was revamped in 2010, it was subsequently suspended. Another initiative, the Rights and Responsibilities of Citizenship Campaign, and advertising campaign intended to increase knowledge of rights and responsibilities associated with Canadian citizenship, and to encourage people to download / order the *Discover Canada* citizenship guide, and participate in a Citizenship Contest was stopped after 5 days due to an election call and was never restarted due to the end of fiscal year deadline. Phase 2 of the campaign was intended to take place in 2011-12 but was also cancelled.

CIC continues to implement the Citizenship Action Plan; however, many of the concrete activities identified in the Action Plan have been completed, and the emphasis has been shifting towards efforts to bolster program integrity and efficiency through modernization. In 2011, two reviews were conducted on the operations of the Citizenship Program: the Citizenship Operations Review Exercise (CORE) and the Organisational Readiness Assessment. While some of the findings pertained to promotional efforts and common issues of governance and management of the program as a whole, the emphasis of these reports were on issues related to processing, and this was clearly reflected in the recommendations. The recommendations from these reviews have played an important part in informing current citizenship modernization efforts, which have been designed to meet the needs of clients while ensuring program integrity, with an ultimate operational goal focused on timely processing of citizenship grants and proofs.

Other changes in the operational context also appear to be contributing to this shift away from citizenship promotion. A few interviewees indicated that recent workforce reductions in the regions and increased workload related to the introduction of stricter residency requirements have resulted in less time available for, and being spent on, promotional activities. This shift away from promotional activities to activities aimed at strengthening the integrity of the acquisition process has not changed the key messages around the value of citizenship, but rather the way in which this value is being protected. As indicated by a few interviewees, the focus is on making citizenship valued by making it "harder to get and easier to lose".

3.1.3. Alignment with federal roles and responsibilities

Finding: The current approach of shared responsibility for citizenship promotion, led by the federal government with broader participation from provinces and communities, is appropriate.

Federal responsibility for citizenship is grounded in legislation. Section 91(3) of the *Constitution Act of 1867* assigns exclusive legislative authority over naturalization to the federal government and Section 4 of the *Department of Citizenship and Immigration Act* assigns jurisdiction over citizenship to the Minister of Citizenship and Immigration.

The way in which citizenship is granted is set out in the *Citizenship Regulations*. This includes instructions regarding the knowledge required by those applying for citizenship. The Regulations also set out the requirement that citizenship ceremonies impress on new citizens the rights and responsibilities of citizenship.[29]

There was almost unanimous agreement among interviewees that promoting citizenship is a federal responsibility, although not necessarily solely federal. Some interviewees noted that because CIC is responsible for granting citizenship, it should also be responsible for ensuring that

[29] Citizenship Regulations (SOR/93-246), Sections 15 and 17.

newcomers and Canadians understand what this entails. While a few interviewees emphasized that the Government of Canada should lead citizenship promotional efforts, all agreed that a variety of other parties have a role to play.

At the federal level, the Department of Canadian Heritage (PCH) was frequently identified by interviewees as having a role to play related to citizenship promotion. PCH is responsible for state ceremonies and Canadian symbols, two elements that are inseparable from the promotion of citizenship. PCH also delivers the Celebration and Commemoration Program, which includes responsibility for Canada Day festivities that provide a key opportunity for the promotion of citizenship to a broad audience.

Half of the individuals interviewed identified the provinces as having a role to play, generally stemming from their responsibility for education, which positions them well to convey citizenship values to school-aged children, their desire to attract and retain newcomers in their respective regions and/or to promote civic engagement among all citizens. Some interviewees also mentioned a role for municipalities, primarily in relation to Canada Day festivities, but also to encourage community participation.

Non-governmental organizations (NGOs) were also seen to have a role to play by some interviewees, who mentioned their involvement in hosting citizenship ceremonies and offering citizenship preparatory courses (often through language training). As well, NGOs were seen by some interviewees to contribute to citizenship promotion by modelling Canadian behaviours and values in their interactions with newcomers.

Finally, a few interviewees identified a role for the private sector, while a few others were opposed. Those who favoured their involvement also cautioned that any partnerships entered into between the federal government and the private sector would need to be managed carefully in order to avoid the appearance of endorsing private firms and to maintain control over event branding.

3.2. Performance

3.2.1. Participation in CIC promotional activities

Reach of the citizenship study guide

Finding: The citizenship study guide (Discover Canada) is widely distributed and available in various formats. It is routinely sent to newcomers applying for citizenship; however, it is unknown to what extent it is being used by the wider Canadian audience.

Discover Canada: The Rights and Responsibilities of Citizenship is CIC's official study guide.[30] This guide was published in 2009, and revised in 2011, replacing the previous guide, *A Look at Canada*, which had first been published in 1995. Content within the guide forms the basis for the questions asked during the citizenship knowledge test.

The study guide serves as a foundational document for the department in terms of information and messaging around citizenship. It is circulated automatically to citizenship applicants, with one

[30] *Discover Canada* is available at www.cic.gc.ca/english/resources/publications/discover/index.asp

copy being mailed out per applying family.[31] Correspondingly, the survey of new citizens showed that 83.3% of respondents reported having read or used a study guide; 47.3% of those surveyed reported having referred to *Discover Canada*, 18.0% reported having referred to *A Look at Canada*, and another 18.0% recalled having referred to a study guide, but could not be sure of the title. Thus, the study guide is reaching new citizens, many of whom are likely using it in preparation for the citizenship knowledge test.

The study guide is also distributed upon request to individuals, community organizations, such as libraries and schools, and CIC local offices, and supports citizenship promotional efforts, such as advertising campaigns and other outreach initiatives (discussed in more detail in section 3.2.1 on the reach of citizenship outreach). In these promotional efforts, the targeted public is encouraged to refer to the guide for additional information.

Lastly, *Discover Canada* has served as the basis for the development of a *Citizenship Resource* to be used by Language Instruction for Newcomers (LINC) and adult English-as-a-Second-Language (ESL) instructors to teach citizenship-related concepts and issues to newcomers.[32] The *Citizenship Resource* binder was distributed to LINC providers in 2011, and is available online. Because the LINC enrolment rate is estimated at 25% of all newcomers,[33] the study guide content taught using this resource has the potential to reach a large audience of prospective citizenship applicants.

In order to facilitate its use, *Discover Canada* is available in multiple formats. These include traditional hardcopies, as well as audio, large print, and Braille formats. The table below shows the number of copies of each format over the period of study:

Table 3-1: Distribution of *Discover Canada* publication formats

	Hardcopy Edition			Audio			Large Print Edition			Braille Edition		
Year	English	French	Total	Eng	Fre	Total	Eng	Fre	Total	Eng	Fre	Total
A Look at Canada												
2007-08	127,984	8,568	**136,552**	16	1	**17**	N/A	N/A	**N/A**	N/A	N/A	**N/A**
2008-09	109,298	6,732	**116,030**	349	108	**457**	N/A	N/A	**N/A**	N/A	N/A	**N/A**
2009-10	84,729	10,920	**95,649**	43	0	**43**	N/A	N/A	**N/A**	N/A	N/A	**N/A**
Discover Canada												
2009-10	93,115	18,960	**112,075**	0	0	**0**	1	0	**1**	0	0	**0**
2010-11	300,461	46,559	**347,020**	47	0	**47**	79	30	**109**	2	8	**10**
2011-12	226,199	39,780	**265,979**	659	0	**659**	658	130	**788**	81	15	**96**

Source: CIC internal documents.

In addition to the formats presented above, the study guide has also been published in various online and audio formats. These include the web page that links to all versions of the guide and

[31] See Step 3 in the process steps for citizenship grant applications, p10f of www.cic.gc.ca/english/resources/manuals/cp/cp01-eng.pdf; although reference is made to the previous study guide, the process description remains accurate.

[32] The Citizenship Resource is available at http://wiki.settlementatwork.org/wiki/Citizenship_Resource:_A_classroom_resource_for_teaching_citizenship_topics_to_adult_English_language_learners

[33] Source: CIC internal document, 2012. "Analysis of Citizenship Preparation Resources Provided by CIC in the Context of Vote 5 Review" [authorship date based on file properties information].

the PDF version of the guide, as well as an application developed for use on mobile devices.[34] Table 3.2 shows the number of recorded page-views or downloads.

Table 3-2: Web analytics of *Discover Canada*

	Website - Discover Canada			PDF - Discover Canada			Audio - Discover Canada			App - Discover Canada		
Year	English	French	Total	Eng	Fre	Total	Eng	Fre	Total	Eng	Fre	Total
2010-11	375,782	58,776	**434,558**	169,374	26,419	**195,793**	37,320	6,892	**44,212**	416	N/A	**416**
2011-12	331,718	56,027	**387,745**	174,792	30,720	**205,512**	52,798	13,867	**66,665**	2,601	612	**3,213**

Source: CIC web analytics reports.

As shown in the two previous tables, there has been an overall increase in the distribution and online access of the study guide.[35] However, it was not possible to determine how much of this reach was to new citizenship applicants, versus to other Canadians, or the extent to which people made use of more than one format of the guide.

Finding: There is an indication that the study guide, a key promotional tool, requires a higher level of language proficiency, which may limit its accessibility to some vulnerable groups.

The success of the study guide depends, not only on the resource reaching those who need it, but on the quality and appropriateness of the information contained within it. The content of *Discover Canada* was developed in consultation with a panel of prominent Canadians, including public figures, authors, and historians.[36] When asked about the content of the study guide, most new citizens surveyed for the evaluation who had indicated reading/using *Discover Canada* agreed that the information presented in the guide was easy enough to understand (79.4% "strongly" and 13.5% "somewhat"), and that it included the kind of information they wanted to know about Canada and the rights and responsibilities of Canadian citizenship (on average, 70.8% "strongly" and 23.0% "somewhat"). In addition, some interviewees provided positive comments about *Discover Canada*, with a few indicating that it was an improvement compared to the previous guide.

Discover Canada is also available in multiple formats, which makes it accessible for more users, such as those who have sight impairments. However, these formats do not address accessibility issues related to the language level of the guide, which was raised as a concern by some interviewees. As a result, the evaluation explored the language level of the study guide in greater depth to better understand this concern. Follow-up consultations within CIC found that *Discover Canada* has never been formally assessed, and suggested that portions of the guide require higher language proficiency to understand. The *Citizenship Resource*, designed to help instructors in adult ESL classrooms teach citizenship-related concepts and issues to newcomers participating in language training, also notes that language learners at higher proficiency levels can read *Discover Canada* on their own, but they may not be familiar with some of the issues and concepts. When

[34] See www.cic.gc.ca/english/resources/publications/discover/download.asp

[35] Note: There was a drop from 2010-11 to 2011-12 in the number of copies distributed in some key formats (the hardcopy of the guide and the website). It is possible that some of the demand in 2009-10 and 2010-11 may have been related to the release of new versions of the study guide – first the initial launch of *Discover Canada* on November 12, 2009, with a revised version made available March 14, 2011. See www.cic.gc.ca/english/department/media/releases/2011/2011-03-14a.asp.

[36] Note: Contributors are acknowledged at the end of the study guide.

an informal analysis of the study guide content was conducted by the evaluation team,[37] the language level of the guide was rated somewhere between high school and university-level reading levels.

In light of these findings, survey results on the content of study guide (mentioned earlier) were explored in relation to the education level of respondents. This analysis found that most of the survey respondents who indicated having read/used *Discover Canada* had at least some post-secondary education (87.1%), and almost two-thirds had university degrees (64.6%). Survey results also suggest most respondents who rated the content of *Discover Canada* had passed the citizenship knowledge test in order to obtain their citizenship, given that 94.2% of these respondents were between the ages of 18 and 55 at the time of application.

These results are consistent with recent CIC analysis, estimating the effects of applicant characteristics on knowledge test pass rates. This research showed that educational attainment is the most important predictor of the written test pass rate. It also showed that official language ability is positively associated with these pass rates, and its effects are stronger with lower education.[38] Given that the content of the study guide forms the basis of the citizenship knowledge test, this research suggests that the study guide may be less accessible to those with lower levels of education and official language ability.

In order to increase accessibility, other jurisdictions offer study materials related to citizenship in multiple languages or in plain language. For example, the Manitoba government has developed a self-study guide, written in plain English, which is designed to help newcomers understand the content of *Discover Canada*.[39] Other countries, such as the United States and Australia, provide study materials for their citizenship programs in multiple languages. Currently, CIC does not offer *Discover Canada* in non-official languages, nor does it provide supplementary materials in plain language.

Reach of the citizenship ceremonies

Finding: Although open to the general public, citizenship ceremonies are predominantly attended by new citizens and their guests.

Ceremony attendance is mandatory for those receiving citizenship who are 14 years of age or older. Administrative data show that 126,422 new citizens attended citizenship ceremonies in 2010-11, and 134,852 in 2011-12.[40]

In addition to those required to attend, citizenship ceremonies can be attended by family and guests of those getting their citizenship, as well as by members of the public. The Department has developed a resource for those interested in attending citizenship ceremonies to find out when and where they are occurring, but this resource was only introduced in the last year of the

[37] Using MS Word, the guide was assessed using the Flesch-Kincaid readability test. In this test, core measures of word length and sentence length are used to arrive at a reading level. A score of 90-100 means the document is easily understood by an average 11 year old, a 60-70 is understood easily by a 13-15 year old and a 0 – 30 means best understood by university graduates. *Discover Canada* scored in the low 40s which corresponds to late high school/early university capabilities. The Grade Level test adds syllables to the measures to determine a rough grade level that should correspond to years of schooling. The grade level for the guide was 15, which related to 15 years of schooling in English.

[38] Educational attainment and official language ability are those reported at the time of landing.

[39] http://news.gov.mb.ca/news/?item=11364

[40] Source: GCMS events data.

reporting period for the evaluation.[41] Web analytics show that some people are accessing the web pages related to citizenship ceremonies (see Table 3-3). However, CIC does not record the number of guests and members of the public that attend citizenship ceremonies, making it impossible to determine the full extent to which ceremonies reach an audience beyond those required to attend.

Table 3-3: Web analytics of CIC citizenship promotion web pages[42]

	2010-2011			2011-2012		
Page Name	English	French	Total	English	French	Total
Citizenship Ceremony materials						
Prepare for the Citizenship Ceremony	63,141	9,093	**72,234**	76,093	12,034	**88,127**
Find a Citizenship Ceremony	N/A	N/A	**N/A**	58,006	7,405	**65,411**
How to Host a Citizenship Ceremony	11,508	2,733	**14,241**	12,710	3,843	**16,553**

Source: CIC web analytics reports.

While specific numbers are not available, the evaluation found that new citizen participants bring guests to their citizenship ceremonies. Attendance by guests was referred to anecdotally by CIC staff during the course of the interviews, as well as observed at the ceremonies attended by members of the evaluation team during the site visits.

In contrast, attendance by the general public at citizenship ceremonies is largely unknown. Anecdotally, it is known that ceremonies held in community spaces, such as those hosted by the ICC, can involve community members and volunteers. While information on volunteers is available for ceremonies hosted by the ICC (provided in section 3.2.1), no information is available for volunteers at other ceremonies. Furthermore, there is no information on the attendance by other members of the general public for any of the ceremonies, but evidence suggests that these numbers are relatively small. Off-site ceremonies represent approximately 20% of all ceremonies, and although no official limit has been placed on the number of guests or others who may attend a citizenship ceremony, attendance is constrained by the size of the space in which the ceremony occurs, limiting the possibility of attendance beyond new citizens and their guests.

Finding: It is unknown to what extent reaffirmation ceremonies are held beyond those hosted by CIC. Attendance at CIC-led reaffirmation ceremonies is high; however they do not occur on a frequent basis, limiting their reach and profile among a broader audience of Canadians.

Reaffirmation ceremonies are similar to citizenship ceremonies, in that the oath of citizenship is recited, and the national anthem sung. However, these ceremonies do not bring together people who have been successful in their application for Canadian citizenship. Instead, they are intended to provide interested Canadian citizens a mechanism through which to affirm their commitment to Canada.

On occasion, CIC hosts reaffirmation ceremonies during Citizenship Week or on Canada Day. There is some information related to reach for reaffirmation ceremonies hosted by the

[41] See www.cic.gc.ca/citcer/english/search_recherche_eng.aspx

[42] Note that this information is based on the Department's current webpage structure. It is possible that there may have been some traffic to now-defunct web pages with relevant content over the period studied. Website traffic information was not available for any point prior to November 2009; this evaluation presents information from the first full fiscal year for which it was available.

Department, particularly the "Great Canadian Oath" held in Ottawa at Major's Hill Park on Canada Day.[43] While the reach of this event was estimated in one of the interviews at 2,000 to 3,000 participants, no other information on the number of participants at CIC reaffirmation ceremonies was found for the reporting period.

The Department also provides several resources for the benefit of those looking to host a reaffirmation ceremony. These materials include certificates, ceremony program guides and speaking points, and copies of the national anthem,[44] and may be freely downloaded from the departmental website. Web analytics show that some people are accessing the web pages related to reaffirmation ceremonies (see Table 3-4). However, there is no information available on the number of other reaffirmation ceremonies actually conducted using these materials, or the degree to which they are attended by established Canadians.

Table 3-4: Downloads of reaffirmation ceremony materials[45]

	2010-2011			2011-2012		
Resource Name	English	French	Total	English	French	Total
Participate in a Reaffirmation Ceremony	7,606	1,280	8,886	9,779	2,302	12,081
Reaffirmation Ceremony Program (downloads)	N/A	N/A	N/A	722	423	1,145
Reaffirmation Ceremony Program Guide & Speaking Points (downloads)	1,537	730	2,267	1,737	941	2,678
Reaffirmation Certificates (downloads)	1,478	604	2,082	1,293	587	1,880
Canadian National Anthem Bookmark (downloads)	N/A	N/A	N/A	534	423	957
Oath of Citizenship (downloads)	N/A	N/A	N/A	917	300	1,217

Source: CIC web analytics reports.

Though not the intended audience, survey results from the evaluation suggest that overall attendance at reaffirmation ceremonies is relatively low, at least among new citizens, with only 1.5% of respondents indicating that they had taken the oath again at a reaffirmation ceremony. Also of note, 8.5% of new citizens surveyed reported having taken the oath again at someone else's citizenship ceremony.

Reach of Canada's Citizenship Week activities

Finding: Canada's Citizenship Week provides an opportunity for all Canadians to celebrate citizenship. However, the focus of Citizenship Week activities for CIC has been on ceremonies.

Canada's Citizenship Week is held during the third week of October, and is intended to encourage all Canadians to reflect on the value of citizenship, what it means to be Canadian, and the rights and responsibilities of citizenship.[46] This event has been held annually since 2000.[47] During Citizenship Week, the Department typically schedules additional citizenship ceremonies,

[43] See www.cic.gc.ca/english/celebrate/oath.asp. Note: Although the web page indicates that the *Great Canadian Oath* was first delivered in 2012, it dates back to at least 2010; see http://news.gc.ca/web/article-eng.do?m=/index&nid=535399.

[44] See www.cic.gc.ca/english/celebrate/menu-reaffirmation.asp

[45] Note: Some resources were added to the departmental webpage during the 2011-12 fiscal year.

[46] See www.cic.gc.ca/english/celebrate/citweek.asp

[47] See www.cic.gc.ca/english/resources/evaluation/cit-week/background.asp

many of which are enhanced through partnership with a local organization. These ceremonies are also given a higher profile, with the Department issuing media advisories and providing support to reporters at ceremonies.

The Department also provides promotional materials to stakeholders, such as libraries and schools, for use during Citizenship Week.[48] Reaffirmation ceremonies may also be scheduled during Citizenship Week for the benefit of established Canadian citizens. In 2011, Citizenship Week activities included citizenship ceremonies, a high-school civics gameshow-style event hosted by the Historica-Dominion Institute at the Canadian Museum of Civilization, and social media activity.[49]

Web analytics show that there is a modest interest amongst the Canadian public in materials related to Canada's Citizenship Week (see Table 3-5). However, information on how these materials are used or the extent to which new and established Canadians take part in Citizenship Week activities is not collected.

Table 3-5: Downloads of Canada's Citizenship Week materials:[50]

	2010-2011			2011-2012		
Resource Name	English	French	Total	English	French	Total
Canada's Citizenship Week	22,315	3,121	25,436	22,256	3,365	25,621
10 Ways to Celebrate Canada's Citizenship Week	1,737	186	1,923	2,889	361	3,250
Citizenship Week Poster (downloads)	418	141	559	832	354	1,186

Source: CIC web analytics reports.

Though not the only intended audience, survey results from the evaluation suggest that overall participation in Citizenship Week activities is relatively low, at least among new citizens, with only 7.5% of respondents indicating that they had participated.

In the past, the Department also bestowed awards for citizenship during Citizenship Week. The Citation for Citizenship, established in 1987, was an award honouring Canadian individuals for their outstanding contributions in helping immigrants and refugees successfully integrate into Canadian society. The award aimed to recognize volunteer work in support of the citizenship values of freedom, justice, equality, and respect for diversity.[51] In 2010, this program was renamed, with twelve Canadians receiving the new Canada's Citizenship Award during Canada's Citizenship Week. However, this new program was suspended in 2011, and there is no clear indication as to when it will be reinstated, removing a means by which the Department could promote and celebrate active citizenship.

Reach of other Citizenship Awareness activities

Finding: While the CIC website and advertising campaigns are reaching the general public, other public outreach to schools and promotional activities undertaken by citizenship judges to a wider audience lack a clear direction.

[48] See "2011-2012 CIC OAC – National file march 23"

[49] See www.cic.gc.ca/english/department/media/releases/2011/2011-10-14.asp

[50] Note that some resources were added to the departmental webpage during the 2011-12 fiscal year.

[51] See www.cic.gc.ca/english/department/media/backgrounders/2009/2009-02-27.asp

CIC website

As noted in previous sections, CIC provides a variety of informational materials to the public in the "Citizenship" section of its website. In addition to the materials related to Canada's Citizenship Week and the citizenship and reaffirmation ceremonies, the Department also provides educational resources, videos and other information related to citizenship. Consistent with the findings of web analytics presented earlier for Citizenship Week and the citizenship and reaffirmation ceremonies, there has been a steady level of interest in other citizenship promotional and informational material available on the website (see Table 3-6).

Table 3-6: Web analytics for other CIC citizenship promotion web pages[52]

	2010-2011			2011-2012		
Page Name	English	French	Total	English	French	Total
School-Related Materials						
Education and Activities	12,542	917	13,459	13,708	1,031	14,739
Teacher's Corner	12,965	2,603	15,568	11,036	2,202	13,238
Youth Corner	15,571	3,329	18,900	13,803	7,146	20,949
A Fun Path to Learning	49,288	7,683	56,971	47,800	6,565	54,365
How Canadian Are You, Eh? (app)[53]	N/A	N/A	32,907	N/A	N/A	6,142
Other Citizenship Promotional Materials						
Celebrate Being Canadian (main page)	196,082	24,449	220,531	194,300	26,406	220,706
Waking Up Canadian (video)	2,093	462	2,555	1,542	295	1,837
Becoming Canadian: Citizenship (video)	565	110	675	182	25	207
Canada Day	N/A	N/A	N/A	3,651	464	4,115

Source: CIC web analytics reports.

The table above shows that the Department has continued to add promotional material to its suite of online information, including the addition in 2011-12 of the "Find a Citizenship Ceremony" page, which became one of the top five visited pages in its first year of release. The only resources for which there has been a significant reduction in the amount of viewer traffic are the citizenship-related videos. Similarly, survey results from the evaluation showed that a number of new citizens surveyed (55.9%) had used the information from the Citizenship section of the CIC website, while fewer (19.3%) had used videos produced by CIC.

It should be noted that, during the course of the evaluation, the Department made significant revisions to its website. Citizenship promotional material is now found under the tab of "Canadians", rather than the more intuitive tab of "Citizenship", potentially making it more difficult for people who do not have their Canadian citizenship to find.

[52] Note that this information is based on the Department's current webpage structure. It is possible that there may have been some traffic to now-defunct web pages with relevant content over the period studied.

[53] Information by client language preference not available. Note that this game is also presented as a page on the CIC website and a Facebook game; however, volumetrics for these formats during the period of study were not available.

Other outreach

In addition to the website, the Department conducts a number of outreach activities to the general public, often then encouraging them to access the citizenship material on the website. Advertising campaigns are a mechanism through which the Department communicates information for strategic purposes. Between 2007-08 and 2011-12, citizenship-related advertising campaigns have included the following:

- 2007-08 – Citizenship status public notice campaign;
- 2008-09 – *Citizenship Act* changes campaign; and
- 2010-11 – *Rights and Responsibilities of Canadian Citizenship* campaign.

The first two campaigns sought to encourage people to visit the CIC website to verify whether they were, or how they could become, Canadian citizens. Although these campaigns were not promotional in the sense of encouraging people to either apply for or celebrate Canadian citizenship, these campaigns constituted a concerted effort at outreach, providing a higher probability that those who would need to act on this information would be in a position to do so. Information on reach was not collected for these campaigns, rendering it difficult to evaluate their impact.

However, information on reach was available for the 2010-11 advertising campaign; it was intended to increase knowledge of rights and responsibilities associated with Canadian citizenship, to encourage people to download or order the *Discover Canada* citizenship guide, and to participate in a Citizenship Contest.[54] However, due to the call of an election, the campaign was suspended after only five days. Nevertheless, within this time, the campaign was able to generate interest in the study guide and related material, yielding the following results:

- 22,625 visits to the *Discover Canada* web page;
- 4,813 viewings of the *Discover Canada* video;
- 4,381 downloads of *Discover Canada*;
- 12,257 copies of *Discover Canada* ordered;
- 192 related calls to Service Canada;
- 1,638 additional Facebook followers; and
- 229 contest participants (from which two winners were selected).[55]

Most recently, CIC has engaged with the public on citizenship issues through social media. The Department maintains a Facebook page,[56] which is used to support and extend the reach of departmental promotional efforts. The Facebook page content primarily features citizenship-related postings. In 2011-12, over six thousand people followed Facebook links to content on the departmental website (5,188 English, 1,008 French),[57] expanding the reach of citizenship messaging.

Schools are another way through which the Department engages the general public, and were identified in the interviews as an effective way to assist people in learning about Canadian history, culture, rights and responsibilities. The Department occasionally sends out emails to schools to

[54] See "Campaign Evaluation 3"; "Review of ad initiatives May 9" describes this as "a contest with prizes to be one by asking participants what it means to be Canadian."
[55] See "Review of ad initiatives May 9."
[56] See www.facebook.com/CitCanada
[57] Source: Departmental communications.

encourage teachers to use citizenship material, such as *Discover Canada* and the Teacher's Corner, to support the delivery of their civics lessons. A list of schools in Canada is purchased and used to send these email "blasts". This approach, though passive in nature, respects provincial authority over education. However, the list uses the email addresses of school principals or the school administration, and not the teachers, relying on intermediaries to reroute the information to the desired target audience. Therefore, it is unclear whether the initial outreach efforts actually reach the intended audience of teachers. Uptake of the citizenship material as a result of these efforts is not currently being tracked by the Department.

The Department also conducts outreach related to citizenship through the use of information booths at events. Interviewees noted that information booths are used in a variety of situations, including providing general departmental information as well as material targeted towards special events, such as Asian History Month, and special audiences, such as schoolteachers. These booths have the potential to reach a wide audience. For example, at the Calgary Stampede in 2011-12, CIC's booth promoted the "How Canadian Are You, Eh?"[58] game, and distributed 2,738 copies of *Discover Canada*, along with other promotional materials.[59]

Lastly, citizenship judges, on occasion, conduct outreach activities, such as speaking events at schools. A half-day per month is allocated to full-time citizenship judges for the purpose of conducting outreach activities. Partial information for the period of study provides some indication of the extent of these activities, but is limited, and may not present a full picture of the reach of these endeavours. During the course of the interviews, it was also noted that part-time judges sometimes also volunteer their time to conduct outreach. Table 3-7 reflects the outreach activities of the citizenship judges who submitted promotion records to the Citizenship Commission office, and therefore, do not necessarily reflect all such activities undertaken by the judges.

Table 3-7: Citizenship judge promotional activities[60]

	2007-08		2008-09	
Event Type	# of Events	Attendance	# of Events	Attendance
Reaffirmation ceremonies	24	4,776	16	3,099
Speaking events	37	2,798	51	11,790
Media events	10	N/A	371	N/A
Other	5			

Source: Citizenship Commission

In general, the evaluation found that judges conduct outreach activities on an ad hoc and individual basis, and prepare their own citizenship material to present. While judges are given direction and support related to ceremonies and application decision-making, they do not have clear direction with respect to the purpose and expectations for these additional promotional activities, nor much support. Section 3.2.6 on Resource Utilization discusses this finding in more detail.

[58] See www.cic.gc.ca/english/games/how/index.asp

[59] Source: "Copy of 2011-2012 CIC OAC - National File march 23".

[60] Citizenship Commission – Office of the Senior Citizenship Judge: 2008-2009 Annual Report (see www.cic.gc.ca/english/resources/publications/cit-ann-report-2008.asp).

The CORE report found, based on its consultations, a sense among judges that organizational support for promotional activities had lessened. "For example, they felt they were not able to dedicate a sufficient amount of time to outreach activities, and that reduced resources for the ceremony have had a negative effect on the ceremony experience."[61] The report also concluded that "the focus on processing in recent years is resulting in an opportunity being lost to engage judges in a more strategic outreach role."[62]

Reach of the Institute for Canadian Citizenship (ICC)

Finding: The reach of the ICC has grown substantially since its inception in 2006-07. Though more concentrated in Ontario, the organization is successful in reaching new citizens through its programming and has engaged a network of volunteers and various attractions across Canada to accomplish this work.

As noted elsewhere in the report, CIC currently funds the Institute for Canadian Citizenship (ICC) as part of its efforts to promote awareness of Canadian citizenship by matching funds raised by the organization.[63] The ICC was founded in 2006-07, and has two main programs for new citizens.

- The **Building Citizenship** program, which relies on a national network of volunteers to organize special community-led citizenship ceremonies, preceded by roundtable discussions on what it means to be, and to have become, Canadian; and
- The **Cultural Access Pass** program, which offers new citizens and their children a year's worth of free access to attractions across the country, such as parks and museums.

As shown in Table 3-8, there has been steady growth since 2007-08 for these two programs.

Table 3-8: Reach of ICC activities

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Building Citizenship Program						
Number of ceremonies	N/A	N/A	N/A	21	31	34
Number of committees	2	15	21	24	26	31
Number of volunteers	N/A	N/A	N/A	83	448	754
Number of new citizen participants	N/A	N/A	N/A	921	1,315	1,570
Cultural Access Pass Program						
Number of attractions	0	6	34	234	1,002	1,078
Number of cities / communities covered	0	3	5	30 + Ontario Parks sites	124 + Ontario & Alberta Parks, Parks Canada sites	150 + Ontario Parks, Parks Canada, Alberta Parks sites
Number of provinces / territories covered	0	1	2	5	13	13
Number of Cultural Access Pass members (cumulative)	0	3,262	10,973	22,701	43,681	64,859

Source: ICC

[61] CORE Report (January 2011), p.8.
[62] Ibid.
[63] Greater detail on ICC activities and achievements is presented in Appendix A.

ICC ceremonies involve members of the community who volunteer at and host the roundtable discussions. The number of committees has continued to increase since 2007-08. By 2012-13, the ICC had engaged 31 volunteer committees in eight provinces across the country. However, about 57% of these committees are concentrated in Ontario, particularly in the Greater Toronto Area (GTA) where about 69% of the Ontario-based committees are located. The first ICC ceremonies were held in 2010-11, and the number of ICC ceremonies, new citizen participants and volunteers attending these special ceremonies has increased since that time.

The Cultural Access Pass program depends on partnerships with attractions to provide free access for new citizens. The number of attractions has grown from six founding institutions focused in the GTA in 2008-09 to 1,078 across Canada in 2012-13. At the time of data collection for the evaluation, about 69% of attractions were parks, including Ontario Parks, and 39.1% of the other attractions (such as museums, art galleries and historical sites) were located in Ontario. The number of members (new citizens registered for the program) has also grown – from a total of 3,262 members in 2008-09 to a total of 64,859 in 2012-13, with the amount of growth also increasing each year. Survey results for the evaluation showed that 23.2% of new citizens surveyed had used the Cultural Access Pass; of these, 47.3% were from Ontario.

On Canada Day 2012, the ICC also formed a partnership with Via Rail in support of this program, offering Cultural Access Pass members 50% off the lowest available fare, in any class, one way or round trip, with no blackout periods, for them and up to four of their children under the age of 18.[64]

In spite of the significant growth in the volunteer network and number of ICC ceremonies over the last few years, the reach of the program is still limited relative to the overall number of citizenship ceremonies held and the level of new citizen participants across the country. ICC ceremonies represented a little over 1% of all ceremonies and reached less than 1% of new citizen participants (based on 2010-11 and 2011-12 data).

There is still opportunity for growth in the volunteer network to host ICC ceremonies. As noted earlier, many of the volunteer committees are located in Ontario, which is reasonable given that it is one of the main receiving provinces for newcomers. However, there is still potential room for expansion in other high-volume provinces, such as Quebec, where there is one committee in Montreal, and British Columbia, where there are three committees, one of which is in Vancouver.

Any further growth will depend on resources, both those of the ICC and the Department. During the course of the interviews, it was noted that enhanced ceremonies and working with partners, such as the ICC, to host ceremonies requires more level of effort on the part of CIC staff in terms of coordination. The additional planning in relation to scheduling enhanced ceremonies is also acknowledged in the Guide to Citizenship Ceremonies. Given the recent reductions to CIC local offices and local office staff and the increased pressure to meet processing targets for citizenship applications, it will be challenging in the future for CIC staff to work with local communities and partners in planning and hosting enhanced ceremonies, including those hosted by the ICC.[65]

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[64] See www.icc-icc.ca/en/news/docs/2013/CAP-VIA%20Anniv_2013-06-27_ENG.pdf (accessed August 15, 2013).

[65] Resources issues are discussed in greater detail in the Resource Utilization section.

3.2.2. Knowledge of citizenship rights and responsibilities

Finding: Using CIC's study guide or participating in the citizenship ceremony were found to have a positive impact on new citizens' knowledge of their rights and responsibilities.

One of the goals of the citizenship program is for individuals to obtain an understanding of their rights and responsibilities as Canadian citizens. Interviewees felt, on the whole, that promotional activities help participants gain knowledge of Canadian rights and responsibilities. This observation related primarily to newcomers, as they have to study the guide and participate in a citizenship ceremony. Some interviewees indicated that, while those born in Canada are expected to have the knowledge, they are not as informed as new Canadians because they do not have to go through the naturalization process. For the purposes of this evaluation, impacts were measured with respect to CIC's main products/activities, namely the citizenship study guide and ceremonies.

Study guide

The survey of new citizens asked about the extent to which reading/using the study guide had an impact on their knowledge and understanding related to citizenship. Overall, the majority of new citizens surveyed for the evaluation indicated that reading/using the study guide (either *Discover Canada*, or the previous *A Look at Canada*) helped them to understand their rights and responsibilities as Canadian citizens and to learn more about Canada (see Table 3-9).

Table 3-9: Survey results on the impacts of the study guide related to knowledge of rights and responsibilities

Nature of Impact ("quite a bit" or "a great deal")	Survey of new citizens
Helped them to understand their rights and responsibilities as a Canadian citizen	79.0%
Helped them to learn more about Canada	81.8%
Made them want to become more involved as citizens	69.7%

Source: CIC survey of new citizens.

These survey results are in line with citizenship knowledge test results, which provide a more objective assessment of the knowledge and understanding of new citizens related to citizenship, and are relatively positive overall. Although recent changes to the citizenship testing regime designed to assess client knowledge more rigorously resulted in a temporary reduction of the citizenship test pass rate (from 95% to 69% in March 2010), this rate has since increased, returning closer to the rates observed prior to the test changes (83% in December 2011). The citizenship knowledge test is based on the study guide, and newcomer applicants are encouraged to read it, so it provides a good benchmark in terms of the study guide's impact in relation to citizenship applicants. However, it is important to note that other factors, other than the study guide, have an impact on an individual's ability to pass the test. As discussed earlier, departmental analyses have revealed that the main predictor of citizenship test success is the applicant's level of educational attainment; this factor is linked to the effects of other variables, such as official language capacity.

Research from the literature review suggests that new Canadians have adequate, and possibly higher, levels of civic knowledge relative to other Canadians. Several surveys commissioned by the Historica Dominion Institute (HDI) indicate that Canadians born in Canada have relatively

low levels of civic knowledge. For example, their 2007 benchmark study[66] found that Canadian immigrants outperformed other Canadians on a knowledge test similar to that administered as part of the naturalization process.

Consistent with this research, new citizens surveyed for the evaluation generally described their understanding of rights and responsibilities and their knowledge of Canada, relative to other Canadians, in a positive way. In terms of their understanding of rights and responsibilities:

- 23.4% described it as "excellent";
- 34.7% as "above average"; and
- 39.3% as "average".

Similarly, in terms of their knowledge of Canada:

- 16.4% described it as "excellent";
- 31.5% as "above average"; and
- 48.4% as "average".

Wanting to become more involved as a citizen was also explored as a next step in understanding one's rights and responsibilities, indicating a progression towards civic engagement. Survey results from the evaluation found that reading/using the study guide made many of the new citizens surveyed want to become more involved as citizens by doing things like voting or volunteering (see Table 3-9).[67] That said, a 2012 Statistics Canada report using data from the Labour Force Survey on voting in the 2011 election found lower voting rates among recent immigrants (who immigrated to Canada in 2001 or later) compared to established immigrants and those born in Canada (51.1%, 66.3%, and 67.1% respectively).

Citizenship ceremonies

At citizenship ceremonies, information related to the rights and responsibilities of Canadian citizenship is communicated through the statements made by the judge during the ceremony. The citizenship ceremony manual describes how the judge's welcoming remarks are intended to emphasize the importance of active citizenship, the contribution each new citizen can make to Canadian society and the rights and responsibilities of citizenship.[68]

Ceremony observations highlighted the important role of the judge's speech for impacts related to knowledge of rights and responsibilities. Ceremony impacts were ranked more highly by evaluation team members for ceremonies where there were positive comments regarding the judge's speech. Volunteerism and/or active citizenship were mentioned most often by judges in their speeches, as were the various rights and responsibilities that citizenship entails.

Many new citizens surveyed indicated that participation in the citizenship ceremony helped them to understand their rights and responsibilities and made them want to become more involved as citizens (see Table 3-10). A greater percentage of those who completed the exit survey soon after participating in a citizenship ceremony indicated that participation made them want to become more involved as citizens.

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[66] www.historica-dominion.ca/sites/default/files/PDF/polls/dominion_institute_press_release_mock_exam_en.pdf.

[67] For the purposes of the survey of new citizens "more involved" was defined as doing things like voting, volunteering, etc.

[68] See CP15, Section 16.5.

Table 3-10: Survey results on the impacts of citizenship ceremonies related to knowledge of rights and responsibilities

Nature of Impact ("quite a bit" or "a great deal")	Survey of New Citizens	Ceremony Exit Survey
Helped them to understand their rights and responsibilities as a Canadian citizen	71.5%	70.4%
Made them want to become more involved as citizens	67.9%	84.5%

Sources: CIC survey of new citizens and CIC ceremony exit survey.

Finding: The presence of special elements at ceremonies has a positive impact on new citizens wanting to become more involved as citizens. Of note, ICC ceremony discussion groups were found to provide a good platform to reflect on the meaning of active citizenship for new Canadians.

Impacts in relation to citizenship ceremonies were also assessed in order to understand whether there was a difference in outcomes for participants related to various characteristics of the ceremony.

The first characteristic explored was the presence of special elements at the ceremony, such as a reception or a special speaker. CIC refers to ceremonies with these kinds of features as "enhanced." Ceremonies conducted in partnership with the ICC and featuring a discussion group prior to the ceremony, are also considered to be enhanced. In 2011-12, about 14% of ceremonies were classified as enhanced (up from about 10% in 2010-11).

For the purposes of measurement, new citizens surveyed for the evaluation were asked whether their citizenship ceremony had happened on-site or off-site, and whether they had included various special elements (from a list of options), some of which would be considered features of an enhanced ceremony. 66.7% of new citizens surveyed reported at least one special element at their citizenship ceremony. The most frequently reported special elements were:

- The presence of public figures (e.g. a member of the Royal Canadian Mounted Police (RCMP) or elected officials) – 42.4%;
- A reception at the end – 32.9%; and
- Discussion groups talking about citizenship experiences – 19.4%.

The first element could be present at a standard ceremony, but the latter two are only features of an enhanced ceremony. Survey results found that the presence of at least one special element, one of which was a discussion group, had a positive influence on new citizen's wanting to become more involved as citizens (see Table 3-11).

Table 3-11: Impacts related to knowledge of rights and responsibilities by presence of special elements

Nature of Impact ("quite a bit" or "a great deal")	No special elements listed	At least on special element without discussion group	At least one special element with discussion group
Help you understand your rights and responsibilities as a Canadian citizen	n.s.	n.s.	n.s.
Make you want to become more involved as a citizen	62.4%	67.4%	79.2%

Percentages are shown when difference is statistically significant. "n.s." denotes *not significant.*
Source: CIC survey of new citizens.

ICC ceremonies feature discussion groups, where new citizen participants and other Canadians talk about citizenship issues. Discussion groups frequently centre on rights and responsibilities, with voting and respecting others' cultures mentioned most often, as well as the meaning of active citizenship, including ideas for becoming more active.[69] The ICC Evaluation of Community Ceremonies (July 2010) found that their community ceremonies are a successful way to engage new and established citizens in a discussion about the significance of citizenship. Consistent with this research, most new citizens who completed the exit survey for the evaluation soon after participating in an ICC ceremony indicated that participation helped them to understand their rights and responsibilities as Canadian citizens and made them want to become more involved as citizens.

The ICC Social Value of Citizenship Roundtable Report (August 2010) found that new citizen participants have a clear idea of what is expected of them as active citizens, and see as central the responsibility to be engaged. In addition, the report observed that some new citizen comments highlight that engagement is not just about participation in the political process, but also about helping others in the community (making a positive contribution to society).

The second characteristic explored was the site. Ceremonies can either be held "on-site" at the local CIC office or "off-site" at a location within the community. In 2011-12, about 20% of ceremonies were held off-site (down from about 25% in 2010-11). In the past few years, this type of ceremony has been held at locations, such as community centres, parks, and schools. The theory is that the degree of engagement with the community is potentially higher with this type of ceremony; however, it does take more time and effort in terms of organization on the part of CIC staff. Interviewees from regional offices in particular noted the difference in the amount of time required to prepare for an off-site ceremony, and the conflict between expending time on this type of event versus devoting time to processing. 63.9% of new citizens surveyed indicated that their ceremony had been held on-site at a CIC office.

The third and final characteristic considered was the size of the ceremony. For the purposes of the survey of new citizens, ceremonies with fewer than 50 participants were considered small, those with between 50 and 100 participants were considered of medium size, those with more than 100 but less than 200 participants were considered large, and those with over 200 participants considered very large. These categories were further grouped in the analysis to create two size classifications, small or medium and large or very large.

Impacts related to understanding rights and responsibilities were first considered in relation to the site and size of the ceremony independently. While no impacts were found related to size, a greater percentage of new citizens who indicated having participated in an on-site ceremony reported that this participation made them want to become more involved as citizens. It is important to note here that site location does not determine whether or not a ceremony is enhanced or standard, and thus, not all ceremonies held off-site are enhanced. Two notable examples of standard ceremonies held off-site were the mega-ceremonies observed in Montreal during the course of the evaluation.

Further analysis examined impacts related to the presence of special elements in conjunction with either the site or the size variable, and found a positive influence for the presence of special elements in the context of on-site or small to medium size ceremonies (see Table 3-12 below). The positive effects were particularly notable when one of the special elements reported was an

[69] Institute for Canadian Citizenship (July 2010). Building Citizenship: Evaluation of Community Citizenship Ceremonies.

ICC ceremony discussion group. Thus, a combination of factors can play a role for new citizens with respect to the effectiveness of the ceremony experience.

Table 3-12: Impacts related to knowledge of rights and responsibilities by presence of special elements, ceremony site and size

Nature of Impact ("quite a bit" or "a great deal")	On-site			Small to medium		
Presence of special elements (from list)	None	At least one without discussion group	At least one with discussion group	None	At least one without discussion group	At least one with discussion group
Helped them to understand their rights and responsibilities as a Canadian citizen	68.6%	73.3%	82.6%	62.1%	70.0%	83.1%
Made them want to become more involved as citizens	63.5%	73.2%	81.7%	56.2%	67.3%	77.5%

Percentages are shown when difference is statistically significant.
Source: CIC survey of new citizens.

Finding: There is some indication that efforts to increase the efficiency of citizenship ceremonies by increasing the number of new citizen participants may diminish the effectiveness of these ceremonies.

Though potentially more efficient in terms of number of new citizens naturalized, there was some indication that mega ceremonies were less successful in terms of delivery.

When ceremony impacts, as measured by the ceremony exit survey, were considered in relation to ceremony size (i.e. "mega" ceremonies with about 400 new citizen participants or "average-size" ceremonies with 60 to 110 new citizenship participants), it was found that mega ceremonies had less of an impact for new citizens on understanding rights and responsibilities and wanting to become more involved as citizens. Specifically:

- 80.0% of those who had participated in an average-size ceremony (compared to 62.2% in a mega ceremony) indicated that participation helped them to understand their rights and responsibilities ("quite a bit" or "a great deal").
- Similarly, 91.6% of those who had participated in an average-size ceremony (compared to 78.6% in a mega ceremony indicated that participation made them want to become more involved as citizens ("quite a bit" or "a great deal").

Results from the ceremony exit survey also showed that 60.2% of respondents who had participated in a mega ceremony indicated that something could have been improved; of these, 41.2% indicated that the location could have been improved. The most frequently reported suggestions/comments related to the ceremonies were: fewer participants or too many participants; better organization or management of event; and less wait time or wait time was too long. These particular suggestions/comments largely came from participants at the mega ceremonies.

Similarly, observations of the mega ceremonies by members of the evaluation team highlighted that a great deal of time at these ceremonies was spent on processing issues (e.g. registering new citizen candidates), and relatively little time was spent on the ceremony itself. The judge's speech at these ceremonies discussed the rights and responsibilities of citizenship, but was a relatively small part of the overall duration of the event.

There appears to be a tension between the processing and promotion objectives in relation to ceremonies. From a citizenship processing perspective, larger ceremonies naturalize more new citizens and are more efficient. From a promotion perspective, smaller ceremonies can enhance impacts in relation to understanding rights and responsibilities. A balance must be found between efficiency and effectiveness concerns related to ceremonies in order to meet the objectives of each.

3.2.3. Impacts related to valuing Canadian citizenship

Finding: Participating in the citizenship ceremony or, to a lesser extent, using the study guide was found to have a positive impact on valuing citizenship.

A second goal for the citizenship program is to promote the value of citizenship to all Canadians. This impact is limited by the extent to which citizenship activities can reach all the relevant sectors of the population. While the expected outcome of valuing Canadian citizenship relates to all Canadians, and is reflected in the *Citizenship Action Plan*, the focus of the present study was primarily new citizens.

It is important to acknowledge that historically CIC's target clients have been newcomers, even with the addition of the Multiculturalism Program, which provides support for some activities related to citizenship. Other government departments such as Canadian Heritage, Veterans Affairs, and Parks Canada, as well agencies such as the Canadian Broadcasting Corporation, also have a role in promoting Canadian history, culture and values to the broader public. As such, the outcome that Canadian citizenship is a valued status is supported through government priorities beyond the relationship to the citizenship awareness program.

The majority of interviewees indicated that CIC promotional activities had some degree of impact on the value of citizenship. A few respondents highlighted that there is a difference in the way in which newcomers value citizenship compared to those born in Canada. They commented that newcomers value their citizenship a great deal, and are more explicit about it. Those born in Canada feel less of a need to participate in citizenship activities, as their perception of citizenship is more implicit or inherent.

For the purposes of this evaluation, impacts were measured with respect to CIC's main awareness activities, namely the citizenship study guide and ceremonies. Viewed as the occasion where candidates for citizenship embrace their new country's values, the citizenship ceremony was expected to show greater impacts related to valuing citizenship, and is the main focus of the subsequent analysis.

According to the Guide to Citizenship Ceremonies, for new citizens, the citizenship ceremony is the formal entry into the Canadian family and the acceptance of the responsibilities and privileges of membership. Valuing citizenship was explored in the analysis in relation to four dimensions: feeling welcome, feeling a sense of belonging, appreciation of Canadian citizenship and feeling good about becoming Canadian. Survey results showed that, for many new citizens, reading/using the study guide or participating in the ceremony had positive impacts on these feelings related to valuing citizenship (see Table 3-13). As expected, results were more positive for the impacts in relation to ceremonies. Moreover, a greater percentage of those who completed the exit survey soon after participating in a citizenship ceremony indicated these positive impacts.

Table 3-13: Survey results on the impacts of the study guide and citizenship ceremony related to valuing citizenship

Nature of Impact ("quite a bit" or "a great deal")	Survey of New Citizens Study Guides	Survey of New Citizens Ceremonies	Ceremony Exit Survey
Made them feel welcome in Canada	74.5%	87.7%	92.8%
Helped them feel a sense of belonging to Canada	73.7%	84.7%	93.8%
Helped them to appreciate Canadian citizenship	80.3%	83.4%	90.3%
Made them feel good about becoming Canadian	80.6%	89.3%	95.2%

Sources: CIC survey of new citizens and ceremony exit survey.

The same impacts related to valuing citizenship were also assessed as part of the ceremony observations, and it was found that evaluation team members ranked the impacts more highly in ceremonies where there were positive comments about the judge's speech.

Analysis of the qualitative responses to the exit survey found that participating in the ceremony evoked many positive feelings for new citizens. For 38.1% of respondents, participation in the ceremony generally made them feel good (or great, happy, joy, wonderful). 27.7% of respondents felt a sense of pride overall or were proud to be Canadian, and 17.8% expressed a sense of belonging, sometimes referring to Canada as their home or their country, or referring to the family of Canada. For 17.3%, the experience made them feel emotional, moved or touched, and for 9.9%, it confirmed for them that they were Canadian, or made them feel really or fully Canadian.

These findings are consistent with findings from the larger survey of new citizens. Overall, most new citizens surveyed agreed that they felt proud to be Canadian (97.6%), and that getting their citizenship increased this sense of belonging (95.3%). New citizens surveyed also described their sense of belonging; 86.9% rated it as a 4 or 5 on a five-point scale, where 1 was defined as "not at all strong" and 5 as "very strong".

Finding: The presence of special elements at ceremonies has a positive impact on how new citizens value citizenship. For example, ICC ceremony discussion groups have a positive impact on helping them to appreciate citizenship.

As in section 3.2.2, impacts in relation to citizenship ceremonies were also assessed by several different delivery components in order to understand whether there was a difference in outcomes for participants related to these factors.

The analysis first explored the effects of special elements, and found that the presence of at least one special element had a positive influence on new citizens' feelings related to valuing citizenship (see Table 3-14). Moreover, the presence of discussion groups had a notable influence on helping those surveyed to appreciate Canadian citizenship.

Table 3-14: Impacts related to valuing citizenship by presence of special elements

Nature of Impact ("quite a bit" or "a great deal")	No special elements listed	At least on special element without discussion group	At least one special element with discussion group
Made them feel welcome in Canada	80.2%	91.9%	91.3%
Helped them feel a sense of belonging to Canada	76.7%	87.3%	92.8%
Helped them to appreciate Canadian citizenship	76.4%	84.7%	92.1%
Made them feel good about becoming Canadian	82.4%	91.5%	96.0%

Percentages are shown when difference is statistically significant.
Source: CIC survey of new citizens.

The ICC Evaluation of Community Ceremonies (July 2010) found that new citizen participants can make meaningful connections during the roundtable discussion groups through sharing intimate stories of hardship, and connecting with others from different backgrounds, realizing they often share experiences. The *ICC Social Value of Citizenship Roundtable Report* (August 2010) concluded that for new citizen participants, citizenship is about legal membership status, belonging and being engaged, stating that "its value is something that is cherished by these individuals who have given up so much to become Canadian."

Similarly, analysis of survey results for those completing the exit survey after having participated in an ICC ceremony found that participation in the ceremony made all respondents feel welcome in Canada, helped them feel a sense of belonging to Canada, and made them feel good about becoming Canadian. Most respondents also indicated that participation helped them to appreciate Canadian citizenship.

In addition to new citizens, participation in the discussion groups can have positive benefits for established Canadians. The *ICC Evaluation* found that the roundtable discussions can give established citizens the opportunity to reflect upon their own citizenship in meaningful ways, as well as new insight into the newcomer experience. Similarly, the *ICC Volunteer Survey* (April 2012) found that the majority of volunteer respondents agreed that being involved in the organizing and hosting of a community-based citizenship ceremony with roundtable discussions helps to deepen their appreciation of their own citizenship.

As in the previous section, the analysis then considered impacts on valuing citizenship in relation to the site (on-site or off-site) and size (small to medium or large to very large) of the ceremony. While no impacts were found related to site, a greater percentage of new citizens who indicated having participated in a large to very large ceremony (i.e. more than 100 participants) reported that this participation helped them to appreciate Canadian citizenship. It is important to note here that the size variable was an estimate reported by the respondent, and may also be affected by recall. Moreover, as with the previous analysis, it was anticipated that a combination of factors may be at play.

Therefore, subsequent analysis examined the effects of special elements relative to ceremony site and size, and found a positive influence for the presence of special elements in the context of on-site or small to medium size ceremonies for most of the factors explored related to valuing citizenship (see Table 3-15). The positive effect was particularly notable for helping new citizens who had participated in a small to medium size ceremony with a discussion group to appreciate Canadian citizenship. Therefore, as with impacts related to understanding rights and

responsibilities, a combination of factors can play a role for new citizens with respect to the effectiveness of the ceremony experience in relation to valuing citizenship.

Table 3-15: Impacts related to valuing citizenship by presence of special elements, ceremony site and size

Nature of Impact ("quite a bit" or "a great deal")	On-site			Small to medium		
Presence of special elements (from list)	None	At least one without discussion group	At least one with discussion group	None	At least one without discussion group	At least one with discussion group
Made them feel welcome in Canada	n.s.	n.s.	n.s.	77.4%	90.4%	92.2%
Helped them feel a sense of belonging to Canada	78.4%	87.2%	88.6%	75.8%	86.1%	91.1%
Helped them to appreciate Canadian citizenship	75.7%	87.3%	93.0%	71.8%	81.7%	91.1%
Made them feel good about becoming Canadian	82.9%	91.1%	94.4%	79.0%	90.4%	96.6%

Percentages are shown when difference is statistically significant. "n.s." denotes *not significant*.
Source: CIC survey of new citizens.

3.2.4. Impacts related to applying for Canadian citizenship

One of the expected results for promotion activities geared towards newcomers is that they will encourage newcomers to apply for citizenship. The causal relationship between experiencing promotional activities and citizenship application is not possible to validate through the results of this study, however the evaluation can provide some evidence of its contribution to the decision to apply for citizenship.

Finding: Promotional activities that reinforce feelings of belonging or permanency influence the decision to apply for citizenship.

Canada has always had very high naturalization rates and there has even been a modest increase over the course of recent decades to 85.6% in the 2011 Census, up from 78.7% in the 1986 Census and 85.1% in the 2006 Census. Picot and Hou (2011) identified three types of determinants of up-take: individual characteristics (e.g. educational attainment, age at immigration, language skills), source country characteristics (e.g. GDP in source country, civil liberties) and immigration class. While this explains some of the variance in up-take rates, there is evidence from the existing citizenship literature that supports the notion that the institutional context also plays a role in whether newcomers will decide to apply for citizenship.

Both the political and the policy structures in any given country affect the extent to which people will feel facilitated to naturalize.[70] The differences in citizenship uptake between Canada and the United States are indicative of how government policies can impact citizenship rates. In Canada, the integration continuum is structured to include obtaining citizenship as a key point and policies are more amenable to encouraging citizenship. The Canadian perspective is less about imposing barriers, such as limiting access to services to those who are not citizens, as is done in

[70] Bloemraad, I. *Citizenship and Immigration A Current Review:* in *Journal of International Migration and Integration*, 2000.

the US and many European countries, and instead has more to do with facilitating the transition for those who want to become citizens.

According to results from the survey of new citizens, 88.7% of respondents felt that it was "quite" or "very" important for the government to inform permanent residents about citizenship to encourage them to get Canadian citizenship. Interviewees were fairly evenly divided between those who felts that promotion encourages uptake and those who did not. Those who felt that it did not encourage uptake tended to respond that newcomers either plan to apply for citizenship when they relocate to Canada, or will never apply, for personal reasons that cannot be changed through promotional activities (for example, the ability to hold dual citizenship). Those who felt that promotion encouraged uptake tended to emphasize the relationship between citizenship and integration. As well, they cited the need to inform newcomers of their rights and responsibilities to make informed decisions about citizenship.

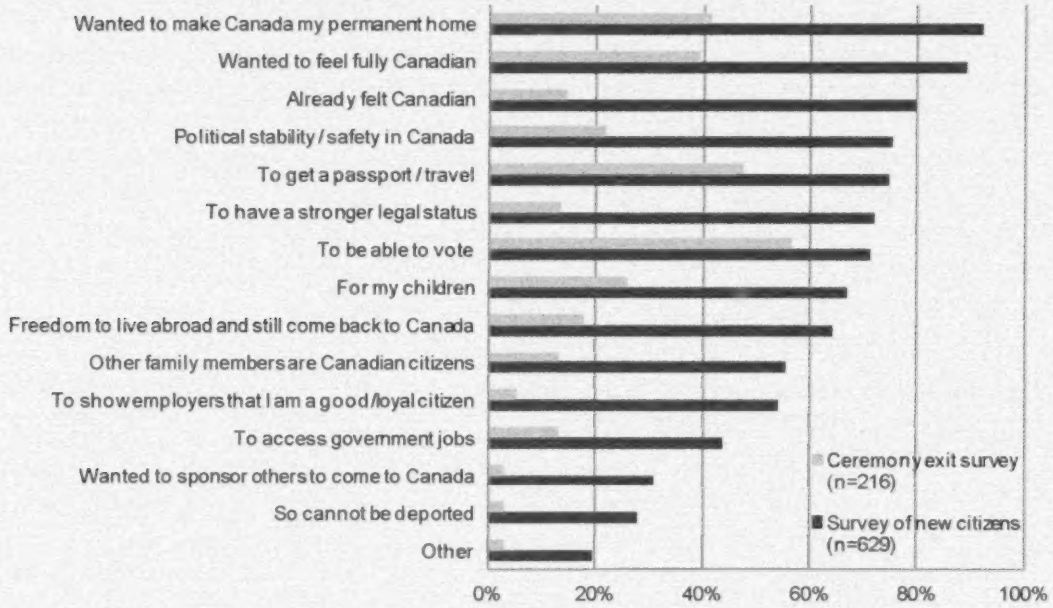
Among interviewees, citizenship judges and external stakeholders tended to support the need for promotion to encourage uptake, while CIC staff in the regions tended to feel that it was less important. These differences in perspective may relate to the type of position, as the regional staff bears the weight of the processing challenges most directly and would see an increase in focus on uptake as an addition to an already heavy processing load.

The majority of new citizens surveyed in both the exit survey and the survey of new citizens indicated that it was "quite" or "very" important for them to become Canadian citizens. The exit survey respondents, who had recently obtained their citizenship, were slightly more positive at 96.2%, compared to 90.9% for those who responded to the survey of new citizens. Additionally, the majority of new citizens agreed that their legal status as Canadian citizens was important; with 86.8% of those surveyed indicating that they "strongly" agreed with this statement.

New citizens surveyed had many reasons for their decision to become a Canadian citizen. Figure 3-2 presents the various reasons explored in the evaluation.[71] For those surveyed as part of the larger survey of new citizens, the most frequently reported reasons were wanting to make Canada their permanent home (92.1%) and wanting to feel fully Canadian (89.2%). For those surveyed as part of the ceremony exit survey, these two reasons were among the top five most frequently reported, along with being able to vote, getting a passport and for their children (see Figure 3-2).

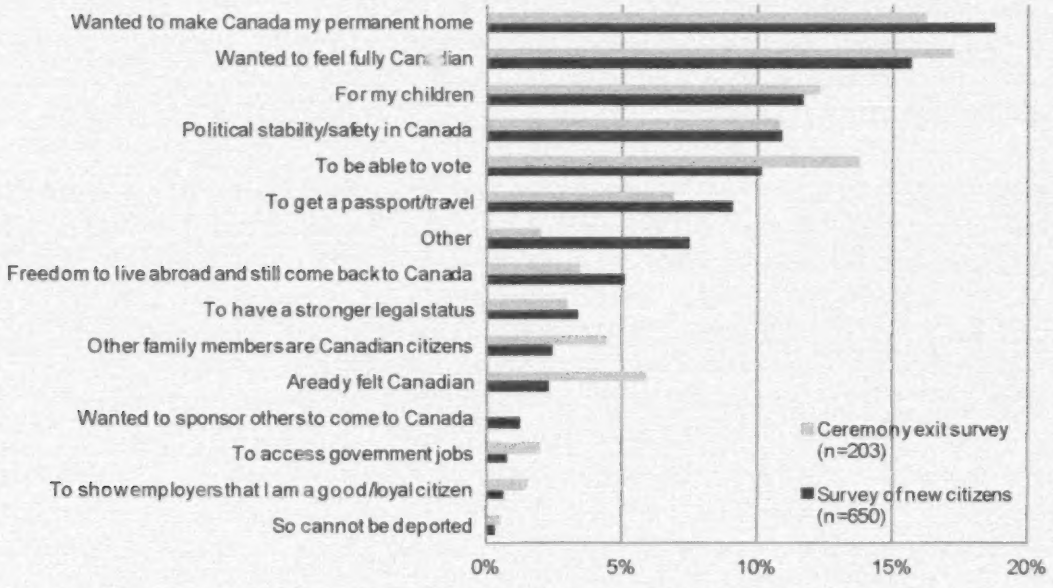
[71] Respondents to the survey of new citizens were asked to reflect on each of the reasons listed and then provide a response; whereas respondents to the ceremony exit survey were given the list and asked to select the main reasons (up to three).

Figure 3-2: Reasons for becoming a Canadian citizen for respondents to the survey of new citizens and the ceremony exit survey


Wanted to make Canada my permanent home
Wanted to feel fully Canadian
Already felt Canadian
Political stability / safety in Canada
To get a passport / travel
To have a stronger legal status
To be able to vote
For my children
Freedom to live abroad and still come back to Canada
Other family members are Canadian citizens
To show employers that I am a good/loyal citizen
To access government jobs
Wanted to sponsor others to come to Canada
So cannot be deported
Other
Ceremony exit survey (n=216)
Survey of new citizens (n=629)
0%
20%
40%
60%
80%
100%

When asked to identify their most important reason for becoming a Canadian citizen, wanting to make Canada a permanent home and wanting to feel fully Canadian emerged most frequently as the most important reasons. This was true for respondents across both surveys, though in a reverse order (see Figure 3-3).

Figure 3-3: Most important reason for becoming a Canadian citizen for respondents to the survey of new citizens and the ceremony exit survey


Wanted to make Canada my permanent home
Wanted to feel fully Canadian
For my children
Political stability/safety in Canada
To be able to vote
To get a passport/travel
Other
Freedom to live abroad and still come back to Canada
To have a stronger legal status
Other family members are Canadian citizens
Already felt Canadian
Wanted to sponsor others to come to Canada
To access government jobs
To show employers that I am a good/loyal citizen
So cannot be deported
Ceremony exit survey (n=203)
Survey of new citizens (n=650)
0%
5%
10%
15%
20%

Thus, newcomers have various reasons for getting their Canadian citizenship. The evaluation found that reasons for obtaining citizenship such as getting passports, having access to different jobs, being able to sponsor relatives, and having the freedom to live abroad, which are more practical in nature and have direct personal benefits to newcomers, ranked below the more intangible reasons for becoming Canadian, which are more linked to their social integration. While the more practical reasons are personal and less amenable to promotional efforts, these findings underline the role that promotion can have in creating a sense of belonging and permanency for newcomers to further encourage uptake of Canadian citizenship. As such, the evidence illustrates that awareness activities are important to maintain a policy environment that facilitates citizenship for those that make the personal choice to obtain it.

3.2.5. Program management

Finding: Information regarding the outcomes of promotional activities is available but only at a broad level which is not sufficient to support program monitoring and policy decision-making.

A number of sources of information are available to those involved in the delivery of the Citizenship Awareness program including operational bulletins and the citizenship operational manual, which provide guidance on the use of promotional materials and key activities (i.e., ceremonies); outreach plans identifying the schedule of anticipated outreach activities; and monitoring documents such as the citizenship dashboard, the *Book of Basics* and quarterly reports that provide information on at the output level. These sources of information are used to plan, implement and monitor program activities and outputs. They are limited, however, in the degree to which they provide information on outcomes.

The lack of outcome information was mentioned by most CIC interviewees. Some interviewees mentioned constraints in collecting information that could measure contributions to program outcomes, noting constraints in conducting public opinion research that limit the collection of information directly from program participants. Given the social nature of Citizenship Awareness expected outcomes, an inability to survey public opinion could limit the extent to which the Department could determine the extent to which Canadians value their citizenship.

An additional challenge in some cases to the Department's ability to measure the contribution of Citizenship Awareness programming to its expected outcomes relates to the provision of information, rather than of direct services. For example, although CIC provides the public with materials that can be used to independently host reaffirmation ceremonies, the Department does not have any information on how many of these ceremonies are in fact held. Similarly, although *Discover Canada* is positioned as a resource that can be used for civic education, in addition to its core function as study material for the citizenship knowledge test, the extent to which audiences use the resource for different purposes is not known.

These limitations do not entirely explain the absence of outcome-related information. For example, while communications plans typically recorded the number of attendees at an event, no rationale was recorded for the assessment of whether the Department would consider repeating the event. Although the Department has for several years conducted an email campaign intended to increase the use of *Discover Canada* by schoolteachers, no information on the impact of this effort has been collected. Additionally, performance measures for several advertising campaigns related to citizenship were not recorded.

Finding: Training and support for program delivery is available; however, there are opportunities for improvement, particularly with respect to public speaking training in support of outreach activities and technical supports for the delivery of ceremonies.

Manuals and Operational Bulletins were mentioned by some interviewees as a source of timely information on program delivery needs. In particular, the Guide to Citizenship Ceremonies was identified as a very useful resource in both planning ceremony logistics and outlining messaging that could be used in ceremonies. Unfortunately, several citizenship process manuals have not been updated in some time; the Department was engaged in revisions to these manuals during the evaluation study period.

Citizenship officers receive grant delegation training of 5 days; however, this training does not include activities related to promotion. Officers who fulfill the role of clerk as citizenship ceremonies are not provided with any formal training, rather, they rely on the information in the policy manual (guide to citizenship ceremonies) and learn while "on the job."

Citizenship judges receive approximately 8 days of training and newly appointed judges shadow more experienced judges and receive mentoring. Judges are provided with speaking notes related to specific initiatives (e.g., Black History Month) to be used in preparing their ceremony speeches. Finally, those who are not bilingual are entitled to language training classes.

With respect to ceremonies, interviewees identified gaps related to the application of the guidance provided to staff and judges. This included training on public speaking for clerks and judges. Regional officers focused more on technical issues (e.g., equipment for ceremonies, dedicated vehicles for itinerant services).

Other than training to support the delivery of citizenship ceremonies, the document review identified very little by way of training related to citizenship promotion. That said, the majority of non-ceremony promotion of citizenship is performed by communications staff, whose backgrounds and skills may already be sufficient to the task. There may be benefits to developing promotional guidance and reference material for use by staff without communications backgrounds, particularly in the regional offices.

One key shortfall in terms of promotional guidance is for citizenship judge outreach. Although full-time citizenship judges are awarded one half-day per month to be used in citizenship promotion, there is very little guidance around what venues or approaches would constitute acceptable forms of outreach. Additionally, although citizenship judges receive training in the delivery of citizenship ceremonies, other training, material, or resources may be of help in preparing to conduct outreach on other venues. For example, one popular form of citizenship judge outreach is an appearance at a school, prior to a citizenship ceremony being hosted at that school; not all judges would necessarily be capable of adjusting their messaging to this different audience.

The majority of judges and regional staff interviewed identified areas for improvement with respect to training on outreach. The most common suggestion was training on public speaking for judges in support of their outreach activities. Judges also felt more information on promotion in general (e.g., how to promote) would be beneficial.

Finding: At the federal level, there is potential for overlap in citizenship promotion.

The mandate for CIC is delineated in legislation. Section 4 of the *Department of Citizenship and Immigration Act* assigns to the Minister authority over matters related to citizenship and immigration not assigned elsewhere.[72] Within the *Citizenship Regulations*, Section 15 outlines the aspects of knowledge of Canada and citizenship to be instilled in those seeking to acquire Canadian citizenship; Section 17 describes how citizenship judges are to use citizenship ceremonies in order to impress on new citizens the responsibilities and privileges of citizenship.[73]

These provisions would seem to provide CIC with clear authority over the promotion of citizenship. However, Section 4 of the *Department of Heritage Act* assigns to that Department's Minister jurisdiction over several matters relating to Canadian identity and values, cultural development, and heritage. This includes authority for multiculturalism, as well as for state ceremonial and Canadian symbols. Additionally, one of PCH's mandates and priorities is to "promote a strong Canadian identity through active and engaged citizenship."[74] This priority is addressed in part through delivery of the Celebration and Commemoration Program, which "provides opportunities to bring Canadians together in their communities to discover and appreciate the richness and diversity of Canadian society and to show their sense of belonging to Canada and pride in being Canadian."[75]

One example of overlap is with Canada Day. Although CIC delivers citizenship ceremonies and reaffirmation ceremonies on and around July 1st, it is PCH that is ultimately responsible for delivering Canada Day festivities as a whole, as part of the Celebration and Commemoration Program.

This overlap in mandate has the potential to lead to inefficiencies and duplication of effort across departments as well as missed opportunities to cross-promote to the wider audience of Canadians.

Finding: Within CIC, responsibility for the Citizenship Awareness Program is dispersed and there is no clear program lead, resulting in some inefficiencies in coordination and the absence of an overarching strategy.

Within the Department, there is no clear lead for the Citizenship Awareness Program. Roles, responsibilities and leadership are laid out for the management of each of the various activities that were identified for the Citizenship Awareness Program, but were not clearly delineated for the program as a whole. Though not solely focused on Citizenship Awareness, the CORE Report also found that "there is no clear owner for the citizenship program as a whole. This has resulted in challenges around accountability, authority, program visibility, as well as organisational ability to synthesise horizontal issues."[76]

For Citizenship Awareness, responsibilities are shared among a number of Branches and Sectors, and there are indications that this distribution of responsibility could lead to inefficiencies. Both Divisions within the Citizenship and Multiculturalism Branch are responsible for the citizenship awareness policy function. The Communications Branch, regional offices, and the Operational Management and Coordination Branch each develop and implement plans focusing on different promotional activities, and a lack of alignment between the various plans was mentioned by a few interviewees.

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[72] See http://laws-lois.justice.gc.ca/eng/acts/C-29.4/FullText.html.
[73] See http://laws-lois.justice.gc.ca/eng/regulations/SOR-93-246/FullText.html.
[74] See www.pch.gc.ca/eng/1268236850082.
[75] See www.pch.gc.ca/eng/1348687030281.
[76] CORE Report (January 2011), p.6.

At one point, Regional Program Advisors had played a connecting role between Communications, Operations, and Policy. These CIC staff members had helped to increase the efficiency of citizenship promotion, by establishing and maintaining relationships with key stakeholders, coordinating efforts, and aggregating and sharing tools developed and best practices learned. However, at the time of the evaluation, these positions had recently been eliminated, and no direction had yet been provided to ensure that communication and coordination between these groups is maintained. Furthermore, the communications function had been recently centralized, with regions reporting directly to NHQ, creating somewhat of a disconnect between the communications and operations functions in the regions.

There is a lot of overlap between Citizenship Awareness and Citizenship Acquisition, most notably they share two key activities: the study guide and the ceremonies, which serve both promotional and operational functions. It was difficult to identify the activities belonging to Citizenship Awareness Program during the course of the evaluation, and in conducting the interviews, members of the evaluation team had to clarify for some respondents as to what was meant by Citizenship Awareness. A basic inventory was developed to assist with this work. A few comments from interviewees also highlighted that Citizenship Awareness lacked a national strategy, and that there were no "pure" awareness activities.

The Citizenship Action Plan (CAP) is the main document connecting the various activities related to Citizenship Awareness; however, it does not clearly articulate the plan for these activities, nor does it provide an overarching strategy.

3.2.6. Resource utilization

Financial reporting context

Due to recent changes in the way in which the Department reports expenditures, it was not possible to determine exact funding levels assigned to the Citizenship Awareness program for each of the five years under review. Starting in the 2011-12 fiscal year, the Department transitioned from reporting expenditures by line of business activity (e.g., policy development, citizenship grants), to reporting by PAA (sub-) program (i.e., Citizenship Awareness and Citizenship Acquisition, Confirmation and Revocation). As the previous approach used multiple financial codes for line items within the Citizenship Program as a whole, aligning the previous financial codes specifically to Citizenship Awareness and Citizenship Acquisition, Confirmation, and Revocation required the reallocation of line items to one or the other sub-program.

Additionally, the financial records for several of the years within the period covered by the evaluation included line items of considerable materiality, which did not relate directly to the Citizenship Awareness program in its current structure. This included the funding envelope for the Multiculturalism Program, which was later reallocated within the departmental financial structure. Removing these line items from consideration serves to sharpen the financial picture presented, but moves the figures out of alignment with those reported elsewhere. Furthermore, although several of the grants and contributions provided by the Department support citizenship promotion and civic engagement, these are funded through, for example, the InterAction transfer payment program, are not aligned with Citizenship Awareness expenditures and are therefore not included. Finally, while corporate services are normally allocated to all programs using a pre-set formula, in this case this allocation is not appropriate, given that the Communications Branch plays a significant role in citizenship awareness activities. In the absence of more precise

information, expenditures related to Communications are not included in the overall estimates, but expenditures for certain Communications activities are provided in a separate table.

Program expenditures

Finding: The investment in the Citizenship Awareness component is relatively small compared to the overall Citizenship Program.

Owing to the above factors, the table below presenting the Citizenship Program's resources over the period of study should be regarded as illustrative of departmental expenditures, rather than as a definitive accounting.

Table 3-16: Expenditures for the Citizenship Awareness Program

	2007-08	2008-09	2009-10	2010-11	2011-12
Awareness	$1,192,082	$2,238,043	$2,695,831	$3,344,903	$4,130,807
Acquisition, Confirmation, Revocation	$33,597,625	$33,163,515	$38,294,727	$40,798,166	$33,397,775
Total	$34,789,707	$35,401,558	$40,990,558	$44,143,609	$37,528,582

Source: CIC Financial Data.[77]

Based on information from 2011-12, the resources assigned to Citizenship Awareness represent approximately 11% of the resources for the Citizenship Program as a whole. This percentage has increased steadily over the five year period; however, the Citizenship Acquisition, Conformation, and Revocation initiative continues to receive the majority of the resources assigned to the overall program. This distribution of funds is reasonable, given that processing citizenship-related requests is more resource-intensive than are most forms of citizenship promotion. It should be noted, however, that some resources assigned to the citizenship awareness program directly support aspects of citizenship processing, for example, the chief reason for the creation and distribution of the study guide is to serve as a resource for those seeking to successfully obtain Canadian citizenship. Additionally, citizenship ceremonies, while a vehicle for citizenship promotion, also represent the final stage in the successful processing of citizenship grant applications.

Expenditures related to communications activities

The Citizenship Awareness Program includes activities undertaken by the Communications Branch of CIC. Between 2007-09 and 2011-12 a number of advertising campaigns and public opinion research (POR) projects were undertaken by the Communications Branch in support of citizenship awareness. These campaigns and POR projects sought to raise awareness about citizenship issues among Canadians and obtain information to help the Department gain a better understanding of attitudes towards citizenship. While these expenditures are not reflected in the table above, some data is available through Branch reports on public opinion research and advertising campaigns and is summarized in Table 3-17. This data however also has limitations

[77] These figures were drawn from SAP financial data. Note that the financial coding system changed for 2011-12. In order to present expenditures in terms of the new financial coding, expenditures previously allocated to the development of policies, programs and procedures were, with the exception of IT systems, were allocated to citizenship awareness. Note that, the figure ascribed to Citizenship Awareness includes the cost of the grant to the Institute for Canadian Citizenship, as well as, starting in 2009-10, some, but not all, G&C funding for Multiculturalism projects that have a civics or citizenship promotion aspect.

as, in some cases, communication activities can be undertaken for multiple purposes and therefore expenditures cannot be attributed in full to citizenship awareness. These activities are listed in the table as having a "partial focus on citizenship." As well, expenditures are limited to O&M costs associated with each project (e.g., media purchases, production costs).

Table 3-17: Expenditures on citizenship-related communications activities, 2007-08 to 2011-12

Project Title	Expenditures/ Contract Amount	Focus on Citizenship*	Type
2007-08			
Citizenship Public Notice Campaign	$275,013	Full	Advertising campaign
Qualitative Investigation of the Naturalization Decision	$70,893	Full	Public opinion research
Qualitative Investigation Of Attitudes Towards Civic Practice And Barriers To Civic Participation	$73,569	Full	Public opinion research
CIC Annual Tracking Survey	$42,405	Partial	Public opinion research
CIC Website Usability Testing	$113,259	Partial	Public opinion research
Focus Canada	$5,300	Partial	Syndicated study/public opinion research
2008-09			
The 101 Things that Define Canada	$85,829	Full	Public opinion research
Document Utilization Survey	$36,663	Partial	Public opinion research
Bill C-37 Implementation (Citizenship Act Regulations revisions)	$25,000	Full	Awareness campaign
2009-10			
CIC Annual Tracking Survey	$66,097	Partial	Public opinion research
2010-11			
Pre-Testing the Citizenship Campaign	$30,365	Full	Public opinion research
Post-Testing the Citizenship Campaign	$1,483	Full	Advertising campaign
Rights and Responsibilities of Citizenship Campaign	$938,799	Full	Awareness campaign
2011-12			
CIC Annual Tracking Survey	$69,945	Partial	Public opinion research
Qualitative Research among Newcomers and Immigrants	$117,418	Partial	Public opinion research
Citizenship Test Focus Groups	$42,782	Full	Public opinion research
Rights and Responsibilities of Citizenship Campaign II	$69,600	Full	Awareness campaign (cancelled, but production costs incurred)

Sources: CIC internal documents.

* The amounts listed represent actual expenditures or, if not available, contract amounts. Where "partial focus on citizenship" is indicated, expenditures/contract amount represent the full cost and therefore overestimate the cost associated with citizenship awareness activities.

Expenditures for activities that can be attributed in full to citizenship varied from year to year, with a high of $970,647 in 2010-11. The most significant expenditure was recorded in 2010-11 for the Rights and Responsibilities of Citizenship national advertising campaign, the purpose of which was to promote the *Discover Canada* guide and invite Canadians to learn more about their history and the rights and responsibilities associated with Canadian citizenship. The results of this campaign were described earlier in section 3.2.1 on the Reach of Other Citizenship Awareness Activities.

Metrics were not available for the other advertising campaigns conducted during the period covered by the evaluation.

Leveraging resources

Finding: Partnerships and other means of leveraging resources, where appropriate, are an effective way to supplement citizenship awareness activities.

The Citizenship Awareness Program is well positioned to leverage partnerships and other funding within the Department to support its various activities. The Multiculturalism and Settlement Programs are funding activities related to citizenship awareness, some with the input of Citizenship Program staff, and some not. The Department also works with other government departments, such as the Department of Canadian Heritage (PCH), and funds the ICC. While CIC's direct involvement with the ICC has been primarily in relation to the delivery of the ICC community ceremonies, there is great potential for further collaboration which has yet to be explored.

Overall, opportunities for further leveraging exist to more strategically use these resources as part of a broader plan. The CORE Report also recognized this, finding that "there are unrealised opportunities for programming synergies amongst settlement, citizenship and multiculturalism programs."[78] The section below outlines some of the work being supported through partnerships and other funding mechanisms that could be further utilized.

Partnerships

In addition to the work done directly by the Department, the Citizenship Awareness Program is also able to draw upon work done by partner organizations. For example, one of the resources provided to new citizens at citizenship ceremonies is the *Symbols of Canada* publication produced by the Department of Canadian Heritage. As this document contains "colour illustrations of symbols that reflect the history, people, environment, and traditions of Canada and its provinces and territories, as well as the Crown in Canada,"[79] it is a useful adjunct to the *Discover Canada* guide. That said, quantities are limited, which in turn limits its use as a promotional item in outreach activities other than the ceremonies.

The department has also entered into collaborative arrangements with other organizations to further citizenship awareness. For example, the Rights and Responsibilities of Citizenship campaign conducted in 2010-11 included collaborative agreements with the Hockey Hall of Fame, the Historica Dominion Institute, the Canadian Teachers' Federation, the Canadian Library Association and Hockey Canada to promote the campaign and the *Discover Canada* study guide.

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[78] CORE Report (January 2011), p.9.

[79] See www.pch.gc.ca/eng/1363698117066/1363698177344

Grants and contributions related to Citizenship Awareness

In addition to leveraging resources developed by partner departments, CIC also provides funding for organizations to deliver programming that supports and extends the promotion of Canadian citizenship. Although there is no Transfer Payment Program directly associated with the Citizenship Program, there is a grant arrangement with the ICC, and some initiatives funded under the Multiculturalism and Settlement Grants and Contributions Programs are related to the promotion of citizenship or civic engagement.

The Institute for Canadian Citizenship

Leveraging resources is the paradigm on which the ICC was founded. After initially providing a start-up payment of $3M to set up the organization, the grant agreement matches the funding raised by the ICC (until the end of 2014-15) for an additional, potential investment of $7M, and an overall total investment of $10M.[80] A total of $1,793,579 in matched funding was claimed by the ICC between 2006-07 and 2011-12, representing about 26% of the available grant funds ($7M) for matching, and about 48% of the total available funding under the grant agreement ($10M).

Thus, the principle of partnership is built into the Grant, and underlies the activities of the organization. The ICC partners with CIC to deliver the community ceremonies under the Building Citizenship Program, and partners with parks, cultural attractions and historic sites across Canada to deliver the Cultural Access Pass program. The organization relies on a volunteer network for its Building Citizenship Program, and maintains a new citizen membership base through the Cultural Access Pass program. Other collabrations include a partnership with Tim Horton's to supply refreshments at ICC ceremonies and a partnership with Via Rail to offer discounted fares for new citizens with Cultural Access Pass memberships. They have also partnered with the Environics Institute, Maytree Foundation, the CBC and the Royal Bank of Canada to conduct a survey on what it means to be a citizen in Canada.

Grants & Contributions under the Multiculturalism Program

In addition to the direct projects funded out of the Citizenship Program, there are several initiatives under the Multiculturalism envelope that have a citizenship aspect to their scope. During the period covered by the evaluation, there were 39 approved Multiculturalism-funded proposals that were considered to have a citizenship focus, representing a total value of $8,009,482.71. These initiatives fell into three funding categories: events (valued at $15,000 or less); grants (valued at under $50,000); and contributions (valued at over $50,000). These initiatives are aligned with one of the three current objectives of the program, which is to fund initiatives related to *building an integrated, socially cohesive society by… fostering citizenship, civic memory, civic pride, and respect for core democratic values grounded in our history*. Table 3-18 provides a breakdown of the initiatives by type and year.

[80] The matching of funds excludes all funds obtained from a federal department, federal agency or federal corporation, as well as any interest earned on investments.

Table 3-18: Citizenship-awareness related initiatives funded under the Multiculturalism Program

Fiscal Year	Events	Grants	Projects	Dollar Value
2007/2008		1	1	$260,701.00
2008/2009			4	$3,171,431.00
2009/2010			6	$2,944,692.74
2010/2011	7	2	3	$1,008,068.00
2011/2012	12	1	2	$624,589.97
Total	**19**	**4**	**16**	**$8,009,482.71**

Source: CIC, GCIMS.
Note: Funded projects were identified through a search for projects with a keyword of "citizenship" during the period under consideration.

As seen in the table above, the majority of the Multiculturalism-funded initiatives related to citizenship were in the form of events; generally one-off projects run by a community organization. For example, event funded recipients include service provider organizations holding events at community festivals to foster citizenship and civic pride, or holding symposiums or short conferences to open dialogue about strategies to enhance citizenship and inclusion. There were also 16 larger projects that were funded, under the mechanism of full contribution agreements. These kinds of projects would be multi-year initiatives to fund institutions such as universities to host international conferences under the umbrella of larger projects related to topics relevant to citizenship (i.e. hate crimes), or to fund non-profit institutions to develop programming related to citizenship education for low income youth.

Grants & Contributions under the Settlement Program

The Settlement Program funds activities which promote newcomers' understanding of life in Canada, including laws, rights, responsibilities, through language training curriculum, information products and orientation sessions, community bridging including mentoring programs, and activities which connect newcomers with Canadian citizens, employers, community organizations and public institutions.

The Settlement Program funded the development of a *Citizenship Resource*, based on content from *Discover Canada*, to be used by instructors in adult Language Instruction for Newcomers to Canada (LINC) and in English as a Second Language (ESL) classrooms to help teach citizenship concepts and issues to language learners. Funding was provided in FY 2009-10 and 2010-11 within the context of a larger project to develop classroom activities resource books for LINC classes. As noted earlier, the *Citizenship Resource* binder was distributed to LINC providers in 2011, and the resource material continues to be available online.[81]

[81] More recently, while outside the scope of the current evaluation, the Settlement Program is also funding five projects for citizenship preparation in the amount of $2.7M over two fiscal years, 2012-13 and 2013-14.

4. Conclusions and recommendations

The following section provides the overall conclusions and associated recommendations of the evaluation.

4.1. Conclusions

4.1.1. Relevance

Key findings:

- There is a continued need to promote citizenship in order to reinforce its value among all Canadians and maintain high uptake rates.
- Promoting the value of citizenship is aligned with Government of Canada and CIC objectives and priorities; however, there is some indication that emphasis is being shifted from promotional activities to processing activities.
- The current approach of shared responsibility for citizenship promotion, led by the federal government with broader participation from provinces and communities, is appropriate.

The evaluation found that there is a need to promote citizenship to maintain uptake and reinforce its value. Citizenship promotion and facilitating access is aligned with government policy focused on ensuring the full integration of newcomers into Canadian society and the social cohesion of the country, while reinforcing the value of citizenship is becoming increasingly tied to priorities fixed on protecting the integrity of Canada's immigration system. Although the Government of Canada has sole responsibility for conferring citizenship, responsibility for promotion is shared among many stakeholders. At the federal level, both CIC and PCH have mandates to promote citizenship, which is appropriate, but may overlap. Provincial/territorial governments and other organizations also have a role, and all Canadians can play a part.

4.1.2. Performance

Participation in CIC promotional activities

Key findings:

- The citizenship study guide (*Discover Canada*) is widely distributed and available in various formats. It is routinely sent to newcomers applying for citizenship; however, it is unknown to what extent it is being used by the wider Canadian audience.
- There is an indication that the study guide, a key promotional tool, requires a higher level of language proficiency, which may limit its accessibility to some vulnerable groups.
- Although open to the general public, citizenship ceremonies are predominantly attended by new citizens and their guests.
- It is unknown to what extent reaffirmation ceremonies are held beyond those hosted by CIC. Attendance at CIC-led reaffirmation ceremonies is high; however they do not occur on a frequent basis, limiting their reach and profile among a broader audience of Canadians.
- Canada's Citizenship Week provides an opportunity for all Canadians to celebrate citizenship. However, the focus of Citizenship Week activities for CIC has been on ceremonies.

- While the CIC website and advertising campaigns are reaching the general public, other public outreach to schools and promotional activities undertaken by citizenship judges to a wider audience lack a clear direction.
- The reach of the ICC has grown substantially since its inception in 2006-07. Though more concentrated in Ontario, the organization is successful in reaching new citizens through its programming and has engaged a network of volunteers and various attractions across Canada to accomplish this work.

The evaluation found that the program is reaching newcomers, particularly those applying for citizenship, predominantly through the study guide and the citizenship ceremonies, which are also central to the citizenship application process. Much less is known, however, about the reach and impact of citizenship promotional activities to the broader Canadian public. Information and resources are made available to the public, without much building on or tailoring these activities for different audiences, and no tracking or follow-up. The department's general approach for this broader audience has been relatively "passive" in nature, often using intermediaries, such as schools and libraries, to further disseminate citizenship messaging. Citizenship judges also do outreach, but have expressed a need for more clarity with regards to their role. Outreach is often very closely linked to the study guide and the ceremonies, inviting people to read *Discover Canada* or attend a citizenship ceremony in their community. Although efficient to use the same products in multiple ways, this approach may not be as effective for some audiences, particularly the Canadian-born.

Knowledge of citizenship rights and responsibilities and value of citizenship

Key findings:

- Using CIC's study guide or participating in the citizenship ceremony were found to have a positive impact on new citizens' knowledge of their rights and responsibilities and on valuing citizenship.
- The presence of special elements at ceremonies has a positive impact on new citizens wanting to become more involved as citizens. Of note, ICC ceremony discussion groups were found to provide a good platform to reflect on the meaning of active citizenship for new Canadians.
- There is some indication that efforts to increase the efficiency of citizenship ceremonies by increasing the number of new citizen participants may diminish the effectiveness of these ceremonies.
- Participating in the citizenship ceremony or, to a lesser extent, using the study guide, was found to have a positive impact on valuing citizenship.
- The presence of special elements at ceremonies has a positive impact on how new citizens value citizenship. For example, ICC ceremony discussion groups have a positive impact on helping them to appreciate citizenship.

Using the study guide and participating in the ceremony are helping new citizens to understand the rights and responsibilities of Canadian citizenship, and these efforts, primarily through the ceremonies, are also having positive impacts for new citizens in relation to its value. Ceremonies with special elements, such as discussion groups, can enhance outcomes for new citizens, but come at the cost of greater effort in planning and coordination for the Department. As well, there appears to be a tension between the processing and promotion objectives in relation to ceremonies. From a citizenship processing perspective, larger ceremonies naturalize more new

citizens and are more efficient. From a promotion perspective, smaller ceremonies can enhance impacts in relation to understanding rights and responsibilities. A balance must be found between efficiency and effectiveness concerns related to ceremonies in order to meet the objectives of each.

Impacts related to applying for Canadian citizenship

Key finding:

- Promotional activities that reinforce a sense of belonging or permanency influence the decision to apply for citizenship.

Newcomers have various reasons for getting their Canadian citizenship. The evaluation found that reasons for obtaining citizenship such as getting passports, having access to different jobs, being able to sponsor relatives, and having the freedom to live abroad, which are more practical in nature and have direct personal benefits to newcomers, ranked below the more intangible reasons for becoming Canadian, which are more linked to their social integration. While the more practical reasons are personal and less amenable to promotional efforts, these findings underline the role that promotion can have in creating a sense of belonging and permanency for newcomers to further encourage uptake of Canadian citizenship. As such, the evidence illustrates that awareness activities are important to maintain a policy environment that facilitates citizenship for those that make the personal choice to obtain it.

Program management

Key findings:

- Information regarding the outcomes of promotional activities is available but only at a broad level which is not sufficient to support program monitoring and policy decision-making.
- Training and support for program delivery is available; however, there are opportunities for improvement, particularly with respect to public speaking training in support of outreach activities and technical supports for the delivery of ceremonies.
- At the federal level, there is potential for overlap in citizenship promotion.
- Within CIC, responsibility for the Citizenship Awareness Program is dispersed and there is no clear program lead, resulting in some inefficiencies in coordination and the absence of an overarching strategy.

From a program management perspective, the Citizenship Awareness Program is a collection of activities distributed across several branches within the Department. Although accountability within branches for specific activities is evident, roles and responsibilities are not well delineated for the program as a whole, and there is no clear program lead. Though still being implemented, many of the concrete activities in the Citizenship Action Plan have been completed, and the new focus is on citizenship modernization, with current efforts focusing on efficiency and program integrity, and a goal of reducing processing times. Future direction for Citizenship Awareness within this context is not clear. Furthermore, recent changes to the operational context, such as closures of local offices and the reduction of citizenship program staff, with no corresponding reduction in workload, may hamper citizenship promotional capacity as limited resources are shifted away from promotion to meet processing targets.

Resource utilization

Key findings:

- The investment in the Citizenship Awareness component is relatively small compared to the overall Citizenship Program.
- Partnerships and other means of leveraging resources, where appropriate, are an effective way to supplement citizenship awareness activities.

The evaluation found that partnerships have been successful in leveraging limited funds, but more could be done. In particular, the work of the ICC has contributed to the achievement of outcomes for the Citizenship Awareness Program; however, this organization appears to be mostly engaged by the Department in relation to special ceremonies, with little additional leveraging of this partnership. Moreover, the Multiculturalism and Settlement Programs were also found to support Citizenship Awareness objectives, but the strategic use of these programs has not really been fully developed.

The challenge for the Citizenship Awareness Program in the future will be to continue to promote citizenship to effectively reach a broad audience of newcomers and established Canadians, communicate and reinforce the value of citizenship, and identify opportunities to creatively leverage existing resources and partnerships to achieve these outcomes, all in a climate of transition.

4.2. Recommendations

In light of the findings and subsequent conclusions of the evaluation, the following recommendations are put forward:

Recommendation 1: *That the Department establish mechanisms to ensure clear whole-of-CIC horizontal governance and management of the Citizenship Awareness Program, including roles and responsibilities with respect to its design, implementation, performance monitoring and reporting.*

Recommendation 2: *That CIC develop a strategic approach to maximize opportunities to better leverage existing departmental resources and partnerships. As part of this approach CIC could consider:*

- Enhancing and formalizing Citizenship Awareness Program involvement in determining priorities and allocating funding to citizenship awareness initiatives through the Multiculturalism and Settlement G&C programs;
- Developing a plan for a second phase of the ICC that builds on its current contributions to the Citizenship Awareness Program and explores opportunities for additional collaborative work;
- Examining and solidifying the respective roles of CIC and PCH in promoting the value of citizenship to all Canadians and identify potential areas for collaboration; and
- Exploring options and developing an approach to engage new partners, including those in the private sector where appropriate, to leverage additional resources towards citizenship awareness.

Recommendation 3: *In order to improve the effectiveness of its current promotional activities aimed at newcomers, CIC should:*

- Ensure that information contained in the guide is more accessible to those with lower levels of education or language proficiency.
- Explore options and develop an approach to integrate special elements, such as discussion groups, into more citizenship ceremonies to enhance their effectiveness.

Recommendation 4: *That CIC develop a strategic approach for citizenship awareness activities aimed at all Canadians. This approach could consider:*

- Clarifying roles and responsibilities within CIC, with OGDs (e.g., PCH) and with other potential partners for activities aimed at "all Canadians";
- Defining the target groups of "all Canadians" that CIC is best positioned to pursue;
- Identifying objectives of awareness activities targeting all Canadians and reviewing and enhancing current activities (i.e., reaffirmation ceremonies, outreach to schools, Citizenship Week activities, outreach by citizenship judges) in light of these objectives;
- Developing an implementation plan, including the provision of supports for existing and potential new activities (e.g., assisting judges in conducting outreach activities); and
- Putting in place the performance measurement systems necessary to monitor associated set of broader expected results.